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ABSTRACT

In this report of Southern Regional Education Board state legislative action in 1977, an end-of-sessions summary is offered for these states: Virginia, Georgia, Mississippi, Arkansas, West Virginia, Maryland, Alabama, Tennessee, Texas, South Carolina, Florida, North Carolina, and Louisiana. Higher education shared in the benefits of an improved economy, and in most states higher education's budget increases matched or exceeded those of the overall state budget. This report reviews the status of: budgets in general; higher education appropriations; sunset legislation; state assistance for private higher education coordination and governance; veterinary medicine; and tuition and tuition waivers. (LBH)

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Southern Higher Education Legislative Report, 1977

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SOUTHERN REGIONAL EDUCATION BOARD
130 Sixth Street, N.W., Atlanta, Georgia 30313

Southern Higher Education Legislative Report, 1977

A SUMMARY OF STATE LEGISLATION IN 1977
AFFECTING HIGHER EDUCATION IN THE SOUTH

Prepared as a service of the
SOUTHERN REGIONAL EDUCATION BOARD
130 Sixth Street, N.W., Atlanta, Georgia 30313

September 1977

This publication contains reports on legislative action affecting higher education in the Southern states which held regular or special legislative sessions in 1977. The dispatches were prepared for SREB by professional journalists; any opinions expressed are those of the individual authors, not SREB.

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This fall voters will vote on a five-part $125 million bond issue which includes $86.4 million in higher education construction projects dispersed statewide. In addition, the general assembly for the first time cut appropriations at several public institutions where actual enrollments were not meeting projected levels.

GEORGIA by Mike Christensen page I-6

Collegiate pay raises were authorized at a maximum of 9.5 percent under a $25 million special appropriation. The legislature also boosted the state's tuition equalization program for students at in-state private colleges from $400 to $500 annually.

MISSISSIPPI by James S. Saggus page I-9

A two-year funding pinch for public institutions was eased by a sharp increase in collegiate funding, which allows for faculty and staff pay raises in the range of 8 to 10 percent. The lion's share ($55 million) of the state's $70 million in revenue sharing funds was earmarked for collegiate capital construction. A student loan program -- authorized in 1975 but never financed -- was also funded.

ARKANSAS by Richard Allin page I-13

The legislature did not go along with a gubernatorial request to hold down collegiate spending increases to 5 percent and opted instead for increases of almost 14 percent. A major "role and scope" study of all postsecondary education was authorized, and three new community colleges which were approved by the lawmakers were vetoed by the governor.

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A $60.3 million campus construction program was okayed, with more than $4.5 million devoted to field houses and other athletic facilities for state institutions. The legislature also extended full voting status to the student and the faculty representatives on the state's Board of Regents.

MARYLAND by Donald L. Hymes page II-1

The legislature attempted to fund the larger overall state budget without raising taxes, but in the final days of the session chose to increase the sales tax from 4 to 5 percent. In higher education, the legislature raised the level of state support to private institutions from 15 percent of the per student support garnered by public colleges to 17.5 percent in 1979 and to 20 percent in 1980.

ALABAMA by Bob Lowry page II-6

Higher education institutions enjoyed funding increases averaging 17.7 percent. Funds for campus capital construction projects were extremely scarce. A bill was defeated which would have provided financial aid to state residents attending Alabama's private colleges. A bill which would have expanded the authority of the state higher education agency passed the house but not the Senate.

TENNESSEE by Fred Travis page II-10

The legislature focused its attention on ways to stimulate collegiate enrollment growth, to encourage newly-graduated physicians to practice in the state, and to aid needy students to attend college. Higher education appropriations increased by more than 14 percent and university personnel will receive pay raises averaging 7 percent.

TEXAS by Richard M. Morehead page II-15

Higher education appropriations jumped by 27 percent, but the legislature tightened control on construction programs by requiring approval by the state's Coordinating Board of any project costing more than $500,000. The legislature also asked the Coordinating Board to establish standards for faculty workloads.

SOUTH CAROLINA by Levona Page page II-19

A Senate-passed bill was carried over for another year in the House which would have given the state's Commission on Higher Education broader powers. The legislature did mandate the Commission to draft a master plan for postsecondary education, and empowered the statewide agency to regulate so-called diploma mills. Collective bargaining authorizing legislation was defeated.

FLORIDA by Mary Ann Lindley page II-24

The state university system received an overall 17 percent funding boost, including a $10 million appropriation to improve libraries in the state's nine universities. The legislature also opted to fund the faculty salary package at about three-quarters the level recommended by the governor, which is sparking controversy in the statewide faculty union.

NORTH CAROLINA by Daniel C. Hoover page III-1

Senior institutions fared better than community colleges in appropriations when the legislature moved to trim nearly $9 million from the two-year system budget because of system-wide slackening in enrollments. Tuition was raised by 10 percent in senior institutions and from $30 to $36 per quarter for community college students. Private college aid increased to $500 per student.

LOUISIANA by Edwin W. Price, Jr. page III-6

Appropriations for higher education increased 11.9 percent overall. Furthermore, the state's universities authorized almost $150 million for various capital improvement projects, with nearly all of the money to come from general revenue bonds. During a special session, the lawmakers voted substantial pay raises for state employees, faculty, and staff, but had to raise corporate and individual income taxes by more than $100 million to fund these raises.

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END-OF-SESSIONS SUMMARY

After more than 38,400 bills and resolutions, 13 regular sessions, and 9 special sessions, the 1977 legislative year in the South appears to be over. The possibility of brief special sessions in one or two states remains, however. All of the SREB state legislatures except Kentucky met in 1977, and of these all but Virginia were faced with approving annual or biennial budgets.

With more than $50 billion in general and special funds in these budgets, they commanded much of the legislative attention. The greatest change in the 1977 budget sessions was that states were not facing financial crises as many did in sessions the past two years. The financial stringency caused by revenue shortfalls in 1975-76 gave way to modest revenue gains in most states with many reporting small, although larger than expected, surpluses at the end of the fiscal year. Even with the improved revenues, some states were forced to take the difficult legislative step of raising taxes. Other states indicated that tax increases may be on the 1978 agenda.

Higher education shared in the benefits of an improved economy, and in most states higher education's budget increases matched or exceeded those of the overall state budget. Even with the healthier economy and state budget increases on the average of 10 percent, state and higher education budgets were often described as "standstill" ones which provide basically for a continuation of present services.

The effect of inflation on the cost of existing programs is one obvious reason for the "standstill" nature of state budgets. Also a factor is salary increases for state employees and higher education personnel, which had been slim or nonexistent for the past two years in many states. This year, however, salary increases were given a priority in most states and this often required $30 to $100 million in general funds. One state increased taxes more than $100 million with all of this new money earmarked for salaries.

Higher education capital construction projects financed by general fund tax monies were scarce. A sizeable number of construction projects, several of them athletic and recreational facilities, were approved, but many will be paid for through revenue or general obligation bonds. In some states the general fund appropriations for prison construction were greater than those for higher education -- a situation unimaginable a decade ago.

On balance, higher education favored comparatively well in the 1977 sessions as appropriations increased and few measures which might be termed "punitive" were considered. Higher education appropriations increased by 20 percent in Mississippi, which had no increase last year; 18 percent in Alabama, which had a cut in appropriations the previous year; and 17 percent in Florida, which was approximately double last year's increase. Higher education appropriations increases fit generally into an 8 to 15 percent range regionwide. The slowing of enrollment growth, or the first decline in more than two decades in some states, did not appear to be a factor in most legislative deliberations,

partially because last year's unexpectedly large 13 percent increase in the South was the greatest in a decade. At least two states did cut institutional budgets because enrollment forecasts were not met and enrollment changes may get more attention in the 1978 sessions if this fall's enrollment patterns are similar to last year's.

The following is a brief summary compiled by SREB staff plus journalists' reports from the 13 states where legislative sessions were held in 1977. An index of selected topics appears at the end of the report. For more information on any item please contact Mark Musick in the SREB State Services Office.

Budgets

State budgets reflect increases of 8 to 12 percent generally with a few exceptions, such as Texas which almost doubled this average. Beside similar percentage increases, most budgets have 1) state employee salary increases of 5 to 10 percent; 2) few major new programs; and 3) few new taxes or tax increases.

State employee salary increases of 5 to 10 percent -- Salary increases were one of the highest priority budget items in most states. Pay boosts went to state "civil service" employees, public school personnel, and college and university faculty and staff. Salary increases for public school and higher education personnel often received the most emphasis. For example, Louisiana gave $1,500 increases to public school teachers and college faculty, with $900 raises to other state employees; Alabama gave public school teachers approximately $1,000 increases and state employees received 5 percent raises or a minimum of $520; and Georgia provided funds equal to 9.5 percent salary increases for University System personnel, 7 percent for public school teachers, and 5 percent for state employees, or a minimum of $500. Maryland state employees will receive increases of 6 percent on salaries of less than $20,000, 5 percent on salaries over $20,000.

In Florida, the appropriations specified for faculty salaries will not fund the increases agreed to by the Board of Regents and the United Faculty of Florida in their contract. Salary appropriations could fund pay increases of 7.1 percent for Florida university faculty, but this is less than the 8.85 percent agreed to in the contract and less than the 8.75 percent average salary increase for other state employees. Some observers see the legislature's action of not funding the union contract as its way of emphasizing that it is the legislature which has the final say over how state monies are spent and it does not intend to give this power to nonelected groups. Also in Florida, equitable salary treatment for women in the university system was again an issue. The legislature has directed that eliminating salary inequities for women be given top priority in allocating salary funds.

In Texas, the legislature provided an unusual salary increase, for in addition to a small salary adjustment the state will pay the employee's share of Social Security contributions on earnings up to $16,500. Before this takes effect, however, certain IRS related questions on taxable income apparently will have to be resolved. In Virginia, the legislature okayed a 4.8 percent salary increase if funds were available and left it up to the governor to determine if revenues would be sufficient. The governor announced in June that raises could be funded. The extent of salary increases for faculty in many Southern states is determined by institutional or statewide boards from their lump sum appropriations.

Few major new programs -- After existing programs were funded, taking inflation into account, and salaries were increased, states found that they had absorbed most of their "new" monies. Another factor contributing to this lack of sizeable new dollars was that projected revenue in many states, while rising, was doing so at a rate a percent or two less than in the 1960's and early 1970's. Several social service programs, including Medicaid, continue to require a larger share of the state budget. Also a factor here is that several expensive programs have been approved in recent years (among them are three new medical schools which are about to accept their first class and three new veterinary schools which are in their first years of operation), and these programs are now beginning to require substantial funding. States, many facing legal action, are also being required to allocate comparatively large sums to improving prison facilities. With these various constraints, budget items for new efforts in education -- such as the $10 million remedial education program in Florida for public school students or the $45 million reading improvement efforts in North Carolina's public schools -- were unusual this year.

Few new taxes or tax increases -- Maryland raised its sales tax from 4 to 5 percent; Florida hotly debated but rejected a similar sales tax increase, passing instead tax increases on cigarettes, alcohol, oil and phosphate severance, and small business permits, charters, and fees; South Carolina raised cigarette and gasoline taxes a penny each, in both cases over the governor's veto; and Louisiana raised corporate and individual income taxes by more than $100 million. With the cigarette tax increase to 21 cents per pack in Florida, the South now has states with the nation's highest and lowest cigarette tax. (Florida and two Northeastern states have 21 cents per pack taxes, North Carolina a 2 cents tax.)

A number of states discussed changing gasoline taxes from a per gallon tax to a "sales" tax which would rise with gasoline prices. With gasoline consumption leveling off somewhat as automobiles become more fuel efficient, but with gasoline prices rising, the sales tax idea is likely to be considered in future sessions. Tax relief proposals were debated in a number of states but few were passed. The proposals usually called for property tax "kids" or "circuit breakers" to hold down increases, or repeal of sales taxes on specific items, such as food, drugs, or utilities. Florida passed a much-amended version of a gubernatorial property tax relief bill. As passed, the law allows senior

citizens to defer payment of property taxes which exceed 5 percent of their annual income. The deferred property taxes would become a lien on the property, payable after the owner's death.

Higher Education Appropriations

In most states the percentage increase for higher education appropriations equalled or exceeded the percentage increase for the state budget. Salary increases for faculty and staff accounted for much of the rise. Several states gave priority to salary increases for higher ranking faculty citing competition from other states for these faculty. In most states, salary funds are appropriated in lump sums to institutions or boards of regents to allocate on a discretionary basis. Questions rose in several states as to the use for salary increases of some funds which were justified in budget requests on the basis of the need to fill new positions. For example, the Florida legislature this year specified the use of salary funds and directed that a set rate of increase not be exceeded.

Higher education budget increases include Alabama, 18 percent; Arkansas, 13 percent; Florida, 17 percent; Louisiana, 12 percent plus salary increases appropriated in a special session; Maryland, about 8 percent when separately budgeted salary increases are included; Mississippi, 20 percent; Tennessee, 14 percent; Texas, 27 percent; and West Virginia, 5 percent.

Libraries were singled out in some states for increased funding. The Florida legislature appropriated $10 million for the first year of a Board of Regents' proposed five-year library improvement program. Mississippi approved $2 million in library catch-up funds, and the North Carolina legislature appropriated $2.1 million for completion of the university library improvement program.

Appropriations to some four-year institutions and community colleges which fell short of enrollment forecasts were cut in Virginia and North Carolina. In Virginia, the cutback totaled only about $1 million at eleven institutions but it may have signaled a new legislative policy on budgets and enrollment forecasts. The budget reduction tied to enrollment in North Carolina's 57 community colleges and technical institutes was nearly $9 million, from $116 million in 1976-77 to $107 million in 1977-78. Some of the institutions may seek supplemental aid from county commissions to offset the cut in state funding.

In-fighting among higher education proponents and elementary-secondary supporters did not appear to be as frequent in the 1977 sessions. In Arkansas, the governor attempted to limit higher education increases to about 7 percent and called for the legislature to shift funds it was recommending for higher education to special education programs in elementary-secondary schools instead. The legislature did not accept the governor's position and raised higher education appropriations by about 14 percent while earmarking some additional monies for special education.

Capital construction projects funded from state tax monies were limited in most states with maintenance and renovation often more prevalent than new construction. Several states did approve major building programs supported by federal dollars or bonds. These include: Mississippi, $55 million in federal revenue sharing funds for collegiate construction with $13.5 million of this for phase one of the Mississippi State school of veterinary medicine; West Virginia, $60 million in revenue bonds to be financed by student fees will go primarily for athletic-recreational projects; and Louisiana, nearly $150 million in various projects were authorized with almost all supported by state general obligation bonds. In Virginia, voters will decide in November on a general obligation bond package of $86.4 million in higher education construction. The Arkansas legislature approved a very modest capital construction budget but endorsed a number of higher education projects, mostly athletic and recreational facilities, for which it was likely no funds would be available during the biennium. A recent revenue report indicated, however, that funds apparently will exceed original estimates and those projects may be funded.

Sunset Legislation

Next to budgets, sunset legislation was perhaps the most common item on 1977 legislative agendas. Every Southern state has considered or passed a sunset bill in the past two years. The sunset idea was made popular in Colorado where the state legislature sought to review and discontinue non-essential state regulatory agencies. Since then sunset has been expanded greatly in some states to the point that it commonly applies to virtually all state agencies with a growing emphasis on systematic review rather than discontinuance. After the initial surge of approval for the concept, legislatures began to review carefully specific proposals and some decided more study was needed. This was due partially to reports that states which had adopted wide-ranging sunset bills had found it impossible to conduct the type of reviews wanted. Higher education institutions were almost always excluded from the sunset provisions, but state higher education agencies and regional and national compacts were sometimes included.

In 1977, Georgia approved a bill to systematically review 43 occupational licensing boards. North Carolina passed a bill which calls for the review of about 100 state regulatory laws and licensing boards. Tennessee's sunset law includes 222 agencies to be reviewed over a five-year period. Mississippi, South Carolina, Virginia, and West Virginia did not pass sunset bills before them this year but will consider them in 1978.

Spin-off proposals from sunset continue. In Texas, the Coordinating Board considered but did not adopt a sunset stipulation for new academic programs. In Florida, a sunset provision for taxes did not get anywhere in the legislature but it is indicative of the proposals for systematic review in all areas of government which may continue for some time.

State Assistance for Private Higher Education

Private higher education continued to receive substantial support in many legislatures. Georgia and North Carolina raised from $400 to $500 state grants to residents who are full-time, undergraduate students at private institutions in the state. In 1979, Maryland will raise its support for private higher education institutions from 15 percent to 17.5 percent of the amount appropriated per student for students enrolled in public institutions; the support will go to 20 percent in 1980. Texas increased to $10.5 million funds in a program to provide need-based grants up to $1,000 annually to students in private colleges. Tennessee added nearly $1.8 million to its need-based grant program for students in public and private colleges. South Carolina increased funding of its tuition aid program to $8.4 million annually, but public and private higher education forces clashed when the private colleges supported a proposal to boost public higher education tuition for non-residents to raise another $1 million for private college student aid. The legislature killed the proposal. Alabama appeared likely to pass a $600 per student grant program, but after separate versions of the bill passed the two chambers no compromise agreement was reached. Alabama did continue, however, its $2 million direct aid program to five private institutions.

Collective Bargaining

Nearly every state considered a collective bargaining bill or bills; none were passed. The bills usually were not reported out of committee and lobbying efforts were not intense. In Maryland, a long-running collective bargaining study continues. The Virginia Education Association continued its support of collective bargaining and promised to deliver votes in the fall legislative and gubernatorial elections to candidates who support bargaining. Florida is the only SREB state with higher education collective bargaining.

Student Aid

Legislative appropriations for student aid were not particularly large but the issue, particularly in the form of loan programs, received attention in several states. Mississippi funded state membership in the federally chartered Student Loan Marketing Association and provided $100,000 in state funds to be matched by $350,000 in federal funds for federally-insured student loans. Arkansas created the Student Loan Authority Board and authorized it to issue $15 million in revenue bonds. This action is intended to supplement the federally guaranteed loan program from banks. The Loan Authority will make direct loans to students who have been unable to get them and buy guaranteed student loan notes from banks. Virginia passed legislation to activate the previously established Virginia Education Loan Authority to issue bonds to provide guaranteed student loans. Georgia appropriated nearly $4.7 million in student aid for the coming year ($2.1 million in direct guaranteed loans and $2.6 million in student incentive scholarships) in addition to the $7.1 million in aid to the state's private college students. Maryland considered, but did not pass, a $5 million state capitalized student loan program to serve as a

"lender of last resort." A Maryland bill to allow students to pay tuition with credit cards was passed but was declared invalid because its stipulation that students pay the credit card service fees violates federal regulations.

Medical Education

The problem of too few physicians in rural areas and the costs and difficulties of establishing and funding medical schools were debated in a number of legislatures. The Tennessee legislature dealt with both issues. The legislature appropriated more money for the new East Tennessee State University medical school ($2.2 million) and stipulated this would be all it would allocate until assurance of probable accreditation and federal funds was forthcoming. Shortly after adjournment the ETSU medical school did receive a letter of probable accreditation and word that $34 million in federal support would be available. South Carolina and West Virginia are also establishing new medical schools.

Tennessee was one of several states concerned about the shortage of physicians in rural areas. The legislature approved a bill requiring Tennessee residents who receive a state subsidy in their medical education to practice a minimum of four years in Tennessee or repay the state its $100,000-plus investment in their medical education. The governor, citing constitutional reasons, vetoed the bill, and the legislature called on the Tennessee Commission on Higher Education to review the overall health manpower situation. The Arkansas legislature passed a bill similar to the Tennessee bill, and it was also vetoed by the governor. Texas authorized the higher education Coordinating Board to make contracts with hospitals and medical schools to set up family practice residences and added $130,000 to the rural medical education program to provide loans for medical students who agree to practice in rural areas. Georgia appropriated $275,000 for its family physicians training program and increased its medical scholarships.

Higher Education Coordination and Governance

The Alabama and South Carolina legislatures considered again bills to modify their state higher education agencies, but no final action was taken. In Alabama, a citizens' committee appointed by the lieutenant-governor endorsed his idea to create a board of regents system for the state. This proposal received little support; while a bill to strengthen the existing Commission on Higher Education passed the House but not the Senate.

For the second year, the South Carolina legislature debated modifying the membership and responsibilities of the Commission on Higher Education. Disagreement about the proposed authority the Commission would have over the state's technical institutes was said to be the major obstacle. Sponsors of the bill say the proposal will be before the legislature again next year.

The Kentucky Council on Higher Education was assigned additional responsibilities by an executive order. The Texas Coordinating Board was given authority by the legislature to approve or reject any higher education construction project involving more than $500,000. New responsibilities for regulating out-of-state institutions operating in-state were given the Maryland, South Carolina, and Virginia higher education agencies.

Veterinary Medicine

With the opening of three new schools of veterinary medicine within the past two years, veterinary medicine was less of a legislative issue this year. The exceptions were in Mississippi and North Carolina. Mississippi earlier approved a new college of veterinary medicine, but this was the first legislative session during which a substantial amount of money was required to establish the school. After heated debate, the legislature appropriated $13.5 million for phase one construction and a similar request will be before the 1978 session for a similar amount to complete the project. North Carolina considered the $37 million capital cost estimated for a veterinary school and opted for a $2 million reserve fund and a $1 million planning appropriation to keep the door open for possible future action. The Maryland legislature earmarked $40,000 for Johns Hopkins University to conduct a veterinary school study. The Maryland State Board for Higher Education did a study last year. The proposed Virginia veterinary school is not in the $86.4 million higher education bond referendum, but if these projects are funded by bonds the veterinary school project may be an issue in the 1978 session. Veterinary medicine also has been a recurring issue in Kentucky where the legislature was not in session this year.

Tuition -- Tuition Waivers (Senior Citizens and National Guard Members)

Tuition continues to increase across the South but the rises do not appear to be as widespread this fall. The Florida university system will not increase fees this fall for the first time in several years. North Carolina, with some of the region's lower rates, is raising tuition by 10 percent in the university system and 20 percent in community colleges (from $30 to $36 per quarter). Maryland institutions, with some of the South's highest tuition rates, will be raising them higher. The Kentucky Council on Higher Education announced tuition increases for the first time in several years.

Senior citizens continued to receive special tuition treatment. Four states passed new senior citizen tuition waiver bills or amended existing ones. Tuition waivers and scholarship programs for national guard members passed several legislatures. Different incentives have been used to bolster national guard recruitment and recently college tuition assistance has become a popular one. Eight Southern states now have tuition aid or waivers of some kind -- several passed this year -- and five others have considered bills or have them on next year's agenda.

Tennessee carried over to 1978 a series of bills to drop out-of-state tuition charges at state institutions which are located near the border with other states. Proponents cited this as a means of increasing enrollments to fill empty dormitory rooms. Opponents claimed that the state should be more concerned about serving its own residents and questioned a policy which they said would cost the state even more because these out-of-state students would also require general fund appropriations by the legislature.

VIRGINIA Allen McCreary, Education Writer, Richmond News Leader

"...many legislators and state officials indicated that serious consideration will have to be given to tax increases..." in 1978

RICHMOND, March 5--A projected $100 million deficit in state general fund revenues for the balance of the 1976-78 biennium was the fundamental issue faced by the 1977 General Assembly when it convened. When it adjourned, the deficit was eliminated, taxes were not increased, but this may only be a postponement. Furthermore, a major construction bond issue, much of it earmarked for higher education, was approved for a general referendum. All of this was not without considerable controversy.

The projected deficit occurred as the rate of revenue collections fell below that forecast in late 1975 when the budget was prepared. There was little support for new taxes in this, an election year, but neither were there agreed upon ways to trim more than $100 million from the second half of the biennial budget. State spending had already been reduced by executive-ordered cuts of about five percent.

The compromise method of closing the budget deficit included a speeding up of sales tax collections which will result in a one-time tax windfall, a temporary transfer of some special funds in the highway department to the general fund, and the transfer of unexpended funds from certain special projects. Because of the temporary nature of the solution of the deficit problem, many legislators and state officials indicated that serious consideration will have to be given to tax increases during the 1978 General Assembly session.

Escalating demands for long-delayed higher education, corrections, and mental health facilities, prompted the Assembly to approve the $125 million general obligation bond issue that will be put to voters in the November 8 general election. A total of $86.4 million of the bond issue proposal is keyed to higher education projects, mostly classroom and laboratory facilities for four-year colleges and universities and community colleges. The bond proposal is the second such financing move in the past decade.

The legislature, heeding critics who suggested that voters might not approve a massive bond issue proposal, divided the capital outlay projects into five packages which will appear as separate proposals on the November ballots. The $125 million total also includes a $21.5 million proposal for correctional facilities, $4 million for mental health facilities, $5 million for parks and recreational facilities, and $8 million in port facilities and improvements.

Discussions of possible tax increases marked the early days of the session but in the end none were adopted, including ones which would have increased the state sales tax and added a tax on soft drinks to fund capital outlay projects for state-supported colleges and universities.

The financial bind faced by the state was a key factor in the failure of the lawmakers to agree on firm pay increases for college faculty members and other state employees. The General Assembly approved an appropriation that would provide pay increases of 4.8 percent, if state funds are available, but left final action on the 1977-78 increases up to Governor Mills E. Godwin, Jr., who said he would make a decision based on fiscal forecasts in June.

The financial situation was at least partly responsible for the legislature, for the first time, cutting previously-appropriated funds because of lowered enrollment expectations.

Appropriations for 1977-78 for six community colleges and five four-year colleges and universities were cut by a total of $1,010,000 because enrollment at the schools did not reach the levels projected for the fall of 1976. Revised enrollment projections developed by the State Council of Higher Education indicated 1977-78 enrollments would be below the levels expected when the 1976 General Assembly appropriated operating and maintenance funds for the 1976-78 biennium.

The largest cuts were $373,305 from Northern Virginia Community College, $162,000 from J. Sargeant Reynolds Community College in Richmond, $120,620 from Old Dominion University, and $113,610 from the extension division of Virginia Polytechnic Institute and State University.

In other higher education matters, the General Assembly:

+++Resolved a controversy over use of student fees at public colleges and universities by asking the State Council of Higher Education to work with the institutions to make sure that definitions and uses of such fees are consistent throughout the state.

+++Gave the Council of Higher Education more authority to regulate out-of-state institutions offering courses and programs in Virginia.

+++Directed the Council of Higher Education to study the phenomenon of grade inflation and its possible impact on educational quality.

+++Initiated a study by the House Education Committee of outside employment of faculty members at state-supported colleges and universities. The study would determine, among other things, whether faculty members are using state facilities and equipment for private financial gain.

+++Approved a measure providing that the governor appoint all heads of executive agencies. After the initial bill was debated in committee, amendments were added to exclude the director of the State Council of Higher Education and directors of the Virginia Supplemental Retirement System and the Commission of Game and Inland Fisheries. The amendments were approved.

+++Directed the Joint Legislative Audit and Review Commission to study the need

for "Sunset" legislation and additional legislative oversight of state agency operations and financial management.

+++Approved a bill allowing the State Education Assistance Authority to provide loans to the Virginia Education Loan Authority which has not had sufficient funds in recent years to issue bonds to guarantee student loans.

+++Established a Virginia Center for Coal and Energy Research at Virginia Polytechnic Institute and State University. The legislative action provides a vehicle for obtaining federal funds that are available for such research.

+++Delayed implementation of a bill that would require all candidates for state teaching certificates to serve a full-year internship in the classroom following completion of four years of college course work. The measure will take effect with the 1979-80 freshman classes and the first internships would be served during the 1983-84 academic year.

+++Amended the Senior Citizens Higher Education Act to provide that all persons aged 60 or over may take credit courses free in public colleges and universities if their taxable income does not exceed $5,000 annually. The current law has an age limit of 62.

+++Enacted a tuition reduction proposal for members of the Virginia National Guard. Members of the Guard will be able to attend public colleges at one-half the resident tuition fee when the law takes effect in 1978. The action prompted some legislators to express concern about further legislative attempts to provide tuition privileges to certain segments of the population.

+++Passed a resolution expressing the opinion of the General Assembly that the State Board for Community Colleges is in the role of a statewide institutional governing board rather than a separate state agency. The resolution will have the effect of placing all aspects of community college budgeting under the review of the State Council of Higher Education.

"Build Now, Pay Later" Compromise

The projected financial deficit dominated much of this year's legislative action. Members of the House of Delegates face election in November, and most were less favorably inclined to approve measures requiring additional state funds than were Virginia Senators, who pushed harder for pay increases for state employees and college faculty members.

The bond issue proposal -- a "build now, pay later" compromise -- may face more voter opposition than the $81 million bond issue approved by voters in 1968, some legislators suggested. Proponents of the current proposal contend that the large number of projects it includes would give it statewide appeal.

The proposed $86.4 million for higher education facilities provides funding for projects at 13 of the state's 15 senior institutions, including a law

school building at the College of William and Mary, major library buildings at Virginia Polytechnic Institute and State University and the University of Virginia, and large academic buildings at George Mason University, Old Dominion University, and Virginia Commonwealth University. In addition, six of the state's 23 community colleges would receive construction funds from the bond issue.

If Governor Godwin does not feel that state revenues will allow pay increases for all state employees during the 1977-78 fiscal year, some 26,500 state employees not eligible for merit pay increases would receive first priority. At adjournment, state financial officials could not say how college faculty members might be affected if limitations must be placed on pay increases because of continued revenue shortfalls.

The House of Delegates version of the Appropriations Act contained no provision for a pay raise because the House Appropriations Committee said it could find no money to implement such a raise. The Senate found $16 million in revenues in special funds and from other sources, then estimated that $23 million might come from anticipated higher tax revenues, particularly from increased utility bills, and anticipated reversions to the state by agencies unable to spend all appropriated funds. Basing its action on expected receipt of such funds, the Senate then appropriated $33.6 million for an across-the-board pay increase of 4.8 percent for all state employees.

The financial situation also resulted in few legislative actions on expansion of institutions or programs. Public colleges and universities are now operating under a temporary moratorium on new academic programs because of tight state finances.

The lawmakers approved a proposal to rename Madison College, but the action had no significance beyond legislative recognition of the fact that the institution has greatly expanded its program offerings in recent years. The college served as a teacher training institution for many years. It will become James Madison University on July 1.

Student Fees Examined

The controversy over student fees arose because many students questioned the use of mandatory fees for such purposes as college newspapers. One bill that was defeated would have required a referendum securing approval of 40 percent of a student body for assessment of mandatory fees. Another measure that was killed in committee would have prohibited use of mandatory fees for any group engaging in political or religious activities. Critics of such fees pointed out that mandatory fees vary widely from institution to institution.

The State Council of Higher Education produced revised long-range enrollment projections that indicated enrollment in Virginia's state-supported colleges and universities will continue to grow through 1986-87. Previous long-range projections indicated a leveling off of statewide enrollment by 1982-83. The Council, which reviews operating and capital outlay budgets of all institutions,

pointed out that many college buildings are justified based on present enrollments and that continued delay in building would mean severe space shortages in some institutions in coming years.

In stepping up the higher education council's authority to monitor out-of-state institutions, which are offering programs and courses to growing numbers of state residents, the legislature required such institutions to be accredited by a recognized regional or national accrediting agency. Any programs offered in Virginia must be offered on the home campuses of such institutions.

In-State Student Status Re-defined

The lawmakers also made several changes in requirements students must meet in order to qualify for in-state tuition charges at public colleges and universities. One measure provides that students under 18 years of age may claim the residence of either parent. The current law provides that payment of in-state or out-of-state tuition rates for such students must be based on the residence of the father. The bill also provides that students who qualify for in-state tuition rates will not lose that privilege if parents move from Virginia after the student is enrolled.

Students whose parents are in some branch of military service may qualify for state resident tuition rates if one of the parents has lived in Virginia for one year and has been employed full-time and paid income taxes in Virginia. The legislature directs the higher education council to review and update the guidelines on resident and out-of-state tuition requirements to make sure they are uniformly applied.

Collective Bargaining Bill Killed

In other actions affecting higher education, the General Assembly:

+++Killed collective bargaining legislation that included a no-strike provision. Similar legislation has been defeated for the past several years.

+++Killed a proposal to seat students on governing boards of higher education institutions. The bill would have limited student membership on boards to two years and would have given student board members the same powers and duties as other board members. The bill died in committee.

+++Killed a bill that would have provided for the state to maintain student records for private colleges and universities that go out of business. Opponents said they did not feel that maintaining such records should be a state responsibility, partly because of the costs the state would incur.

+++Repeated last year's action in killing a proposal to establish a law school at George Mason University in northern Virginia.

GEORGIA Mike Christensen, The Atlanta Journal

"With tax revenues recovering from a particularly lean year...the governor said he hoped the lawmakers could find the wherewithal to increase his university salary recommendation... They did."

ATLANTA, March 10--A brighter state financial picture allowed the 1977 session of the Georgia General Assembly to be more generous toward the University System of Georgia, granting, among other budgetary favors, a combination pay raise which could total nine-and-a-half percent.

The Board of Regents, which oversees the 32 campuses of the University System, must now work out the mechanics of the pay boost and decide where it will allocate $10 million in bond funds authorized by the legislature for new construction and $1 million appropriated for renovation.

Pay Raises

Salary increases for university personnel was the top budget item for the Board of Regents and also ranked high on the governor's priority list. The Board of Regents cited faculty salary statistics which showed Georgia's university salaries dropping from near the top in comparison to other Southern states to near the bottom. The Regents claimed top faculty were leaving Georgia for higher salaries in other states.

In his budget message to the General Assembly, Governor George Busbee asked for a seven-and-a-half percent pay raise for both academic and non-teaching employees of the University System. In addition, the governor said he hoped the lawmakers could find the wherewithal to increase his university salary recommendation to nine-and-a-half percent. They did.

The final House-Senate package, which will cost just under $25 million, will give all system employees a two-and-a-half percent position index raise and a three-and-a-half percent cost-of-living increase, with no worker receiving less than a $500-a-year boost.

In addition, funds are included in the package for a three-and-a-half percent merit raise to be granted employees at the discretion of the system. Raises for non-academic personnel will take effect at the start of the fiscal year on July 1. Academic employees will receive their pay increases on September 1.

With tax revenues recovering from a particularly lean year, the legislature also granted a seven percent salary raise to elementary and secondary school teachers and bus drivers and a five percent pay hike for all other state

employees. The teachers' pay increase will cost about $34 million while raises for other state workers will amount to some $24 million.

University System Budget

The legislature appropriated a total of $284,940,675 to the University System for resident instruction and institutions for fiscal year 1978, which begins July 1. The total, which does not include the pay raises, is a substantial gain from the $238,587,649 voted last year.

The House-Senate conference committee on the budget trimmed from $1.5 million to $1 million the funds which the governor had recommended for renovations and improvements of University System buildings.

Elsewhere in the budget, however, $10 million in bonds money was authorized for new construction. It will be up to the Regents to decide how and when this money will be spent and if all the bonds will be sold.

The legislature also raised the benefit formula for retired college and university teachers from 1.78 to 1.80 at a cost of $360,500.

The Regents central office will receive $10,413,685 in FY 1978, including $1 million for the new medical school at Morehouse College in Atlanta. The General Assembly also appropriated $100,100 for medical student assistance for Morehouse.

The grant to Morehouse for its medical school was not included in the governor's budget recommendations. The Senate had written in $1.5 million and the conference committee shaved that to $1 million.

In other medical matters, the legislature voted $275,000 to help train family physicians for areas of the state where doctors are scarce, and appropriated funds to raise from $2,500 to $3,600 the medical scholarships for 30 first-year college students.

The Senate created a Senate Health and Medical Education Study Committee to study programs relating to training of professional personnel, such as nurses, doctors, dentists and veterinarians.

Despite the efforts of DeKalb County legislators, the General Assembly inserted wording in the budget that the state would pay no more than $600 for each full-time student at DeKalb Junior College. Last year the payments had been raised from $500 to $600. However, the door has been left open for the legislature to increase the payments to $650 in its supplemental budget next January.

Bills Affecting the University System

Because 1977 was the first session in a two-year term for the Georgia legislature, even those bills still held in committee will be eligible for action

when the lawmakers convene next January. So far, a number of general measures dealing with colleges and universities have passed and all have been signed into law by the governor. The changes these bills will make are:

+++Campus policemen will have arrest powers as long as they individually meet the state's minimum peace officer training standards. Each college or university will also have to decide if it wants its campus policemen to exercise the arrest powers; it will not just be up to the policemen themselves.

+++Custodial and maintenance workers will be eligible to join the Teachers Retirement System at their own option.

+++State National Guardsmen who are full-time students at state schools will be eligible for $500-a-year scholarship grants from the Georgia Higher Education Assistance Authority. The guardsmen must be under 31 years of age to qualify, and the grants are limited to five years of instruction.

A bill which would give guardsmen free tuition at any University System school was never reported out of a Senate committee.

+++The State Scholarship Commission will be able to make grants to Georgia students outside the University System as long as the schools they attend are in Georgia and are non-profit.

+++More money will be going to Georgia residents who are undergraduate students at private colleges within Georgia. The state's tuition equalization program will provide $500 grants per student, up from the present $400 per student. The appropriation for this program is now $7.1 million annually.

A Senate committee has bottled up a measure allowing grants to students at out-of-state institutions. Advocates of the bill contend it would benefit Georgians who live in border towns where it might be more convenient and cheaper to attend a school in another state.

A House committee refused to act on a bill which would allow University System employees and their families to attend state schools for free.

+++The formula for granting loans through the Higher Education Assistance Authority has been slightly modified.

+++A University Business Development Center was established at the University of Georgia. The center will serve as the coordinating agency of educational activities to encourage the development and expansion of the small business sector in Georgia.

MISSISSIPPI James S. Saggus, The Associated Press

"The veterinary medicine hospital touched off the only college-oriented oratory of the 90-day session..."

JACKSON, April 3--Mississippi's state universities will breathe a sigh of financial relief next year when they emerge from a two-year money pinch.

The 1977 legislature authorized $144.5 million in general fund tax revenues for higher education, a $21.3 million increase over the current year which ends June 30. The $88,760,617 appropriated for support of the eight state universities was a $15.6 million increase over the current budget.

"Higher education fared extremely well," said Dr. E. E. Thrash, executive secretary of the College Board which controls all state universities and their off-campus centers. "I've never experienced a session with any more demonstration of sympathy for higher education. I do not anticipate any tuition increases will be necessary."

The general university support appropriation included $77,919,604 for regular on-campus operations of the universities, compared to $65,973,760 this year. It also provided for the first time funds to implement a federal desegregation compliance plan filed by the Board, which requested almost $3 million and received $880,000 for the work.

Selective Faculty Pay Raises Considered

The College Board had requested some $97 million in general fund money, and estimated this would fund salary raises of 13.4 percent for faculty members and 10.3 percent for non-teaching personnel, plus 154 more faculty members and another 240 staff members. "We will have to compute what salary increases will be possible under the appropriation received," said Thrash. "We will also have to see how many new positions will be possible. There will be very few new faculty positions."

Preliminary estimates showed raises of perhaps eight to ten percent may be possible but Thrash said firm figures would not be available until the board reworks the budgets of the universities to bring them into line with available funds.

During committee discussions of the support appropriation, the university presidents told lawmakers that unless there were substantial pay raises, the schools would lose key facuity people. Representative Charles Capps of Cleveland called the argument overstated, however, and said only 28 a year had left the five largest institutions. He suggested the institutions pay their key people more and not raise other salaries as much, as "people are

standing in line for these jobs." Thrash said later that the board would "address itself first to the upper level faculty" when it considered the raise question.

Veterinary Hospital Funded

Most of the state's $70 million in revenue sharing funds went for capital construction projects with $55 million of these dollars appropriated for college and university construction. Two university projects accounted for nearly half of the collegiate share of these federal dollars: the veterinary medicine teaching hospital at Mississippi State University, $13.5 million, and the University Medical Center, $12.6 million. The veterinary teaching hospital is the first phase of the $30 million Mississippi State veterinary school.

The veterinary medicine hospital touched off the only college-oriented oratory of the 90-day session, which devoted most of its energies toward the adoption of a $763.8 million general fund budget for state operations. Representative H. L. Merideth of Greenville, an outspoken foe of the veterinary school since it was first proposed, tried to delete the hospital money from the construction bill. "It will not accomplish what its sponsors say it will accomplish," he said. "No businessman would make the investment you are now considering."

Representative Betty Long of Meridian suggested the $14 million that will eventually go into the hospital could be put into a trust fund, where it would produce interest to be used in incentive programs to attract veterinarians from other states. Ms. Long further contended the proposed trust would also produce money for research and scholarships. Representative Joe Blount of Union said that the new school would cost $3 million a year to operate when it gets into full swing, while a $10,000 subsidy would attract a veterinarian into each of the 82 counties, for a total expenditure of $820,000 a year. (The legislature appropriated $1.9 million in operating funds for the new veterinary medicine school at Mississippi State for 1977-78.)

Desegregation Plan Funded

The $800,000 appropriation to implement the state's higher education desegregation plan sparked some committee controversy. Board member Charles Jacobs of Cleveland, a former legislator, warned lawmakers that the federal courts might take over the universities if a good-faith effort were not made toward implementing the compliance plan. Jacobs said the universities were doing all they could to attract other-race students and faculty but "they need some additional money. Although many blacks now attend the five traditionally white universities, the three traditionally black schools have had a harder time attracting whites. Jackson State has achieved a measure of success, but Alcorn State and Mississippi Valley State have had little."

"We'll have little chance of attracting other-race students without counseling," said Thrash. "We will employ a white counselor at the formerly black schools

to recruit whites." He said the extra funds would go to make curricula changes that might attract whites, such as a business administration program at Alcorn State; to fund doctoral work for minority students who would contract to join faculties where needed; and to start a faculty exchange program. "We haven't had enough money to make the faculty exchange attractive," said Thrash. "We have got to offer some incentives, such as travel allowances and extra pay."

"There is a problem, and I think we have to admit we've got one," said Representative Charles Deaton of Greenwood, chairman of the House Appropriations Committee. He said whites could be attracted to the black-majority schools only through financial aid, "and we've got to offer some incentives."

The legislature approved $24.7 million in support help for the 16 public junior colleges, which also draw financing from the counties which make up their respective districts. Nursing education aid for the junior colleges got $1.4 million and vocational education $21.5 million.

The junior college appropriation also attracted some discussion although the Senate and House agreed on the money total. It contained enough to fund 11 percent salary raises, but lawmakers decided against specifying that each instructor get that much raise. The final form of the bill merely earmarked the $4.4 million increase over this year for salary increases, leaving each school free to determine how it wants to distribute its increase money among its faculty and staff.

Student Loan Plan Launched

The legislature voted to provide funds for a student loan program authorized in 1975 but never financed. Lawmakers earmarked $15,000 to support its membership in the federally chartered Student Loan Marketing Association, and $100,000 for loans. Because SLMA will lend the state 80 percent of each student loan put up as security, the appropriation will fund some $450,000 in federally insured loans.

The nursing school at Mississippi Valley State came under fire because only about 20 percent of its graduates passed the state nursing board examination on their first try. The budget was increased from the current $125,000 to $204,000 from a combination of money sources, and lawmakers said a decision would be made next year whether to retain or abandon the program, depending on its progress.

The House contemplated a resolution to provide for a study of higher education and heard a presentation from a firm which makes management studies of universities. However, the proposal was allowed to die in committee. Several lawmakers interested in it said they felt the College Board should be allowed to develop information under the state's new program budgeting system before a decision is made for a study. Program budgeting is scheduled to become effective in the fiscal year beginning July 1.

Legislature Underscores Planning

Besides the management study proposed by Representative Kenneth Williams of Clarksdale, Representative Capps suggested that university officials should begin planning ahead for enrollment drops predicted nationally for the next decade. Capps said the schools should make certain they don't lock too many faculty members into the system by achieving tenure just in time to handle smaller student bodies. He said part-time instructors or extra pay for handling larger class loads in the interim might be advisable. He also said enrollment losses would add new pressure to eliminate duplicate programs among the universities.

"We are committed in this office to securing information which the legislature requests," said Thrash. "We have funded additional positions to implement our own management information system, which will provide much more detail on the on-going programs at the institutions. Hopefully, this will give us an opportunity to present the legislature with all the information they want." Thrash also said the board is "looking at the enrollment projections carefully and palnning ahead for the decreased enrollments which are expected. We will also look at space utilization, faculty and staff -- everything."

The Senate approved two measures with indirect bearings on higher education but both died in House committees without protest or fanfare. One would have enacted a sunset law to make agencies justify their existence periodically to continue receiving state operating funds. The other would have limited the number of agencies to 40 -- about one-sixth the present number -- in a move to force reorganization and consolidation in government. Several representatives said an overall consolidation plan should be developed before the number of agencies was capped. Speaker C. B. Newman said one problem with sunset legislation was an agency "would be required to spend many manhours with staff in trying to justify their existence, when they should be performing services..."

A partial listing of general support appropriations in higher education shows:

$2.1 million for off-campus centers, $2 million in library catch-up funds, $1.78 million for Gulf Coast Research Laboratory, $1.65 million for the University of Southern Mississippi nursing school, $1.28 million for the Mississippi University for Women nursing school, $200,000 for the Alcorn State nursing school, $166,000 for the new Delta State University nursing school, $161,152 for the continuing education program at the USM nursing school, $65,000 for the USM associate degree nursing program at Natchez, $150,000 for the continuing education program of the MUW nursing school, $175,000 for matching federal Sea Grants funds, and small amounts for other items.

Besides the general support appropriation, there were a number of other major money allocations. The University of Mississippi medical school at Jackson got $11.2 million, the teaching hospital $8.4 million, the dental school almost $3 million, the nursing school $1.3 million, and the school of health-related professions $880,810. The new veterinary medicine school at Mississippi State University got $1,895,760. The extension service got $7.6 million and the experiment station $7.8 million.

ARKANSAS Richard Allin, The Arkansas Gazette

"The governor was unsuccessful in holding the line against major increases in operating funds for the universities and colleges..."

LITTLE ROCK, April 12--The 71st session of the Arkansas General Assembly split with Governor David Pryor early in its 68-day session, resulting in a series of defeats for the governor and a record number of vetoes for General Assembly bills.

Part of the problem was Governor Pryor's "home rule" program, under which he wanted to return major taxing powers to the counties and communities. The legislature balked, and then declared its independence of the governor. In the ensuing melee, the governor's innovative plan for financing local government was destroyed; the highway department's plea for new funds was denied; and the Equal Rights Amendment didn't even get to a vote.

The legislature, lacking major leadership, went off on its own, passing curious measures which ended up under the governor's veto stamp. For example, the legislature appropriated funds to buy an ailing private country club in southwest Arkansas to be administered by the state park system; the governor vetoed it.

Three New Community Colleges Vetoed

Governor Pryor clearly tried to draw the line on using state money to create new institutions of higher learning. He won some rounds, and lost some. The governor vetoed bills that would have created three new community colleges -- at West Memphis, Mena, and Melbourne. Arkansas already has six community colleges -- at Fort Smith, Helena, Forrest City, Blytheville, Harrison and Hot Springs -- and other communities have become covetous. But Governor Pryor, with the agreement of higher education authorities in Arkansas, has declared that the state cannot afford any new higher educational institutions of any kind.

The governor was unsuccessful in holding the line against major increases in operating funds for the universities and colleges in Arkansas. He presented the legislature with a controversial program that would have permitted only a five percent increase in appropriations for the institutions, and would have permitted no new construction on any of the campuses. Some additional money would have been provided for rare special cases, but only with considerable justification.

The program met opposition from university and college officials. And the legislature would have none of it. In the end, increases amounted to upwards of 13 percent, and the total appropriations for higher education amounted to $124.6 million for 1977-78 and $138.4 million for 1978-79.

The Arkansas General Assembly recessed its 1977 biennium session April 6, leaving the door open for another meeting in 1978.

"Role and Scope" Study Funded

Funding was provided for the first time by the legislature for a "role and scope" study to be made by the State Board of Higher Education, the overall financial control board for institutions of higher learning in Arkansas. The comprehensive study, made possible by a $100,000 appropriation, will cover such aspects as budgeting, program and purpose, and admissions procedures of all institutions of learning beyond the high school level, including the state colleges and universities, private colleges, and proprietary schools. The study is intended to provide a pattern for the future course of postsecondary education in Arkansas.

Legislation of major interest, other than appropriations measures, is summarized below:

+++Act 273 requires that all construction projects at colleges and universities paid from cash or other funds have direct legislative appropriations. This act was passed at the request of the governor who wanted central control over the use of funds generated on the campuses of the colleges and universities. Simply, it allows the legislature to have an overview of all projects built with cash funds to prevent duplication.

+++Act 245 increases court fees and provides that the money generated be allocated to University of Arkansas law schools in Fayetteville and Little Rock.

+++Act 147 permits institutions of higher learning to borrow from the budget revolving fund during months when general revenue collections are low. This borrowing authority was denied institutions by the 1975 session of the General Assembly. The restored privilege has several restrictions placed upon it which will place a heavier burden on institutions to provide justification of the need to borrow funds. The Department of Higher Education is charged with the responsibility for recommending the loans.

+++Act 525 provides a waiver of tuition for persons over the age of 60 who are taking courses for credit and if space in existing classes is available. This amended an act passed in 1975 which provided only for the tuition waiver. The revised legislation will be easier for institutions to manage since there will not be an obligation to organize special courses for which no student fees would be received.

+++Act 659 revises the State Scholarship Program. The two major changes are that second year students will now be eligible for the program and the maximum award is at $300 per academic year, or one-half the tuition and mandatory fees, whichever is smaller. The appropriation for grants was increased so that $325,000 the first year and $375,000 the second year will be available. These amounts will be matched with federal funds.

+++Act 560 provides additional authority to the State Board of Higher Education in fields of making master plans, in overall program review, and in dealing directly with the governor and the General Assembly.

Bills which did not pass, or which were vetoed by the governor, included measures which:

+++Would have required all institutions to deposit cash funds in the state treasury.

+++Would have abolished the State Board of Higher Education.

Little Construction Authorized

Only $4,189,750 is expected to be actually spent on higher education construction and equipment projects during the biennium. The only major projects assured are a $2 million renovation of the Fayetteville campus' Barnhill Arena and $1,300,000 to equip a new education wing at the University of Arkansas Medical Center Campus at Little Rock.

Another $24.8 million in construction expenditures were theoretically approved but under the state's Revenue Stabilization Act which prohibits deficit financing, chances of these appropriations being funded are remote in the extreme. But, if state tax collections far exceed the amount reasonably expected, the funds would be used for a physical education building at the University of Arkansas at Pine Bluff, a business administration building at the University of Arkansas at Little Rock, a student union at the University of Arkansas at Magnolia, a new physical education building at Fayetteville, a field house at Arkansas State University at Jonesboro, and field house renovations at the University of Central Arkansas at Conway.

WEST VIRGINIA Tom Miller, Huntington Herald Dispatch

"The legislature adjourned the 60-day regular session...without passing a 1977-78 general state budget..."

CHARLESTON, April 15--The emphasis was on a bill to fund new athletic facilities at the state's two universities during the regular 60-day session of the 1977 West Virginia Legislature, prompting Delegate Thais Blatnik, D-Ohio, to refer to the activity as that of "a bunch of frustrated jocks." The measure authorizes a $60 million revenue bond issue with virtually all the money earmarked for new athletic facilities. But there were two other major pieces of legislation passed that will have an impact on the state's two universities and 13 colleges under the care and supervision of the West Virginia Board of Regents.

One places a voting student member and voting faculty member on the eight-year-old Board of Regents for the first time, increasing the voting membership to 11. The other prohibits the establishment of branch colleges or community colleges in close proximity to existing schools.

The legislature adjourned the 60-day regular session sine die at midnight April 9 without passing a 1977-78 general state budget which was to include about $120 million for higher education. Governor Jay Rockefeller IV has said already he will call the 134 members back into special session within a few weeks to complete the items left undone at the regular session.

In addition to the budget, one other item still pending is an overhaul of the state's civil service system that calls for the Board of Regents to establish a job classification schedule for all faculty and non-teaching employees under its supervision.

One-Year Capital Improvement Moratorium Declared

The bill that requires the Board of Regents to issue $60.3 million in revenue bonds no later than March 1, 1978 for capital improvements at various college and university campuses will be retired by dedication of tuition fees at all schools.

Governor Rockefeller had asked for a one-year moratorium on all capital improvements that would involve state general tax funds. Right now the tuition fees at the nine state colleges (the community colleges retain the tuition fees at each school) are paid directly into the state general fund.

West Virginia University (WVU) at Morgantown has its own non-revolving capital improvements funds that captures its tuition fees, and Marshall University in Huntington has the same arrangement. Both these sources would be tapped for

the new funding starting July 1, 1977, and the tuition from the nine colleges would not be dedicated until one year later -- July 1, 1978 -- to avoid the governor's displeasure and to comply with his moratorium on the general fund.

The maximum dollar amounts and the projects involved are spelled out in the law so there can be no flexibility. They are:

A new WVU football stadium at a location other than the existing stadium, $20 million.

A new Marshall University multipurpose education arena on the Huntington campus, $18 million.

A new shell building at WVU for sports and physical education, $4.5 million.

A field house at West Liberty State College in the state's northern panhandle, $2.7 million.

A new shop and laboratory building at West Virginia State College near Charleston, $2.6 million.

A new music, arts and theatre building at Shepherd College in the state's eastern panhandle, $2.5 million.

The remaining $10 million will be used to pay off current bonded indebtedness on the WVU separate tuition account which would now be merged in the new fund. The $5 million or so per year in tuition fees will enable a bond sale of about $55 million and the remaining $5.3 million will come from surplus funds now in the WVU and Marshall separate accounts.

Some of the more vocal opponents to the legislation suggested the three college projects were merely added to encourage support from these areas and that the college tuitions were going to be used to help pay for major athletic facilities at the state's two large universities. But in the end even Delegate Blatnik voted for the bill on the premise it was foolish to try and get approval of other, smaller projects at the state colleges until these athletic demands were satisfied.

Community College Controversy

The bill to prohibit the establishment of new community colleges near existing schools became a major controversy before it was passed and ultimately had to be ironed out in a joint House-Senate conference committee. Originally the bill dictated that the Regents could not create a branch college or community college more than 10 miles distant from the main campus unless approved by a law enacted by the legislature.

The bill later passed contains roughly the same provisions in that it prohibits the Regents from establishing "any free standing community college, state

college or university or any permanent branch, off-campus location, center or station of a community college, state college or university, without the express authorization of the legislature." The final version goes on to permit community colleges to be created on the "primary campus of an established college or university" so long as several requirements are met, such as assurances that no duplication is involved and finally that documentation be presented to the legislature in advance to justify the action. (Governor Rockefeller vetoed the bill after the regular session adjourned.)

Student and Professor Now Full Board Members

An earlier legislature had passed a bill to place both a student and a faculty member in ex officio positions on the Board of Regents but the bill passed this year and ceremoniously signed by Governor Rockefeller gives these two members full voting privileges.

Several other bills relating to higher education were introduced and many of these were passed by one of the two houses but failed to get approval in the other chamber.

In its annual report, the special legislative subcommittee on higher education made a number of recommendations including one that the legislature enact a bill to prohibit trespass by non-students on state college and university campuses. Such a bill was introduced and passed by the State Senate but died on the inactive calendar in the House.

The subcommittee also recommended that a bill be passed to regulate campus parking, permitting the campus security forces to ticket illegally parked cars, collecting the penalties and fees on the campus, and in the event it was constitutionally permissible, to permit these funds to be used on the campus for further development of parking facilities. Here again a bill was introduced but it never got out of committee on either side.

Two bills also passed at the 1977 session would give faculty members continuing tenure during a leave of absence of up to four years to accept an appointment for government service and would provide for the payment from Adjutant General funds for the tuition of National Guard members attending a state college or university.

A bill that would require the Board of Regents to invite college presidents to be present at any meeting where policy matters affecting that school were to be discussed made it to the floor but was not passed.

Tuition Bill in Limbo

A bill to increase the minimum and maximum tuition at the state colleges and universities -- considered by some to be a companion bill to the bond issue measure -- attracted considerable attention and different versions passed each house. A last minute compromise was passed in the Senate but didn't make the midnight deadline in the House.

It may be offered by the governor for consideration at the special session. Senator Robert Nelson, chairman of the Senate Education Committee, was the sponsor of the bill. During floor debate he pointed out that West Virginia college tuition is less than that of any other state in the SREB region.

"Heck, students from other states can come to West Virginia and attend college here cheaper than they can attend a state college in their home state," Senator Nelson said. He proposed to raise the minimum tuition from $25 to $35 per semester at the state colleges, from $25 to $50 at Marshall and from $40 to $50 at WVU. The maximum would have gone from $500 to $550.

Although the 1977-78 budget has not been passed, both the House and Senate reported only slightly different versions of a budget bill to the floor and were in the process of ironing out the differences when the session adjourned.

Chancellor Ben Morton had asked for $113.9 million for the main operating budget for the colleges and universities compared to $96 million for the current year. This included a raise of 8 percent for most faculty except at WVU and at the community colleges where a 10 percent salary hike was sought. It also included provisions for 106 new faculty members and 31 new non-teaching positions.

The House recommended an appropriation of $100.5 million, a modest four percent increase over the previous year and the Senate suggested $101.2 million. Both these figures keep in mind the general five percent salary increase planned for all state employees this year.

Both houses recommended the full $2,012,760 appropriation sought for the West Virginia College of Osteopathic Medicine and the $1,668,559 for the new Marshall medical school.

The current year appropriation for the Osteopathic College is $1,650,000 and for Marshall this year's amount is $871,915. The first class at Marshall is due to start this fall.

The Regents asked for $16.4 million in state general funds for the West Virginia University Medical Center and the House recommended $15 million while the Senate suggested only $13.2 million. Last year's appropriation was $12.3 million.

Overall, the medical center has a projected 1977-78 budget of $50.3 million compared to $38.9 million last year.

Legislation was introduced this year to create a new school of veterinary medicine and later it was suggested an interim committee study the availability of post-graduate veterinary medicine instruction for residents of the state.

Higher Education Study Pondered

The primary study of higher education was approved by the House of Delegates but remains for the Senate to consider at the special session. It calls for

the continuing study to concentrate on "administration, structure and organization of the Board of regents, future needs and costs of higher education, salaries of personnel, and a projection of future needs and costs of higher education over five- and ten-year periods."

A decision by the Regents to hire a St. Louis consulting firm at a cost of $130,000-plus to study the desirability of converting heating plants at state colleges and universities to coal provoked much legislative concern and the Regents subsequently withdrew the contract. A bill ultimately was originated by the House Education Committee to require all major consultant contracts in the future to be advertised for bids but it did not pass.

MARYLAND Donald L. Hymes, Freelance Reporter

The community college system was the "only arm of higher education to make out at all in the operating budget... but what it gained in principle it lost in flexibility and in cold, hard cash."

ANNAPOLIS, April 26--This was hardly a banner year for higher education in the Maryland General Assembly. In fact, it was hardly a banner year for anything at all. Long, bitter debates over a budget that required a sales tax increase, combined with racial discord over capital punishment and prison construction, plus the illness of Governor Marvin Mandel, made 1977 one of the less productive legislative sessions in the state's history.

The state's operating budget, which was not approved until the last five days of the 90-day session, was not especially generous to higher education. The statewide increase was 7.8 percent over the previous year. Higher education got a modest 3.8 percent boost.

What made the budget particularly difficult to pass this year was the realization that it could not be funded without a general tax increase, and this is something the state has not had to impose in Governor Mandel's eight years in office. Try as they did to prune the needed $140 million from Mandel's budget, the best the legislators could do was about $10 million. So in the end, they voted -- though not without bitterness -- to increase the sales tax from 4 to 5 percent and the automobile and boat excise taxes by the same amount.

Thus, $146 million of the $2.024 billion state budget for 1977-78 will come from new taxes. And $32 million of it will go across the board as pay increases for state employees, including faculty and staff of state institutions. This will be allocated at a rate of a 6 percent raise for those earning less than $20,000 a year, and 5 percent for those earning more.

Community College Funding System Tightened

The only arm of higher education to make out at all in the operating budget was the State Board for Community Colleges (SBCC), but what it gained in principle it lost in flexibility and in cold, hard cash.

Up to this year, the community colleges had a virtual blank check drawn against the state treasury for full-time-equivalents, at $700 a head, no matter what the budget projection had been. They wanted that figure raised to $800, and they got it -- but they had to give a little, too.

Under the terms of the new funding plan passed this year, the community colleges will get $800 for each full-time-equivalent student, but enrollment

must be projected by October 10 of the previous year "in consultation" with the governor's budget office. And except for a shot at a supplementary budget during the legislature in February, the colleges are locked into that appropriation no matter how many students happen to show up the following September. Unless, of course, fewer students show up than projected. In that event, the money must be returned.

Moreover, thanks to what the SBCC labeled an "error" on the part of the governor's budget agency, the projected enrollment for 1977-78 was listed as 56,000 students, which is 3,000 short of the actual projection. This shortfall of $2.4 million will have to be absorbed by the colleges.

As an SBCC spokesman explained, the budget staff tossed in the 56,000 figure as a "guess," the way they had in the past, because it could always be adjusted later. When the funding bill passed, however, it was already too late to adjust the figure, so the colleges were stuck with the "guess."

What it all means is that the community colleges will get $46.2 million next year as the state's share of current expenses, compared with $41.8 million this year. This increase of 10.5 percent is by far the highest of any area of higher education in the budget. The boost for the University of Maryland was only 1.8 percent, and the state universities and colleges got only 1 percent more.

This is what the operating budget allocated to higher education, compared with last year:

	1976-77	1977-78
University of Maryland	$116.5 million	$118.6 million
State Colleges and Universities	38.4	38.8
Morgan State University	7.8	8.5
St. Mary's College	2.4	2.5

Private College Aid to Increase

Aid to private colleges was placed this year under the administration of the State Board for Higher Education. It had previously been administered by the governor, comptroller and treasurer comprising the Board of Public Works. The figure remained the same at $5.2 million. But a change in the formula will mean about $850,000 a year more for each of the next two years.

The state now supports private institutions at a level of 15 percent of the aid it provides for each student enrolled in public institutions. A law passed this year raises that percentage to 17.5 in fiscal 1979 and 20 in 1980.

Finally, the allocation to the State Scholarship Board went up from $4.6 million to $4.8 million (though the perennial effort to reform the state scholarship system failed again), and the Higher Education Loan Fund was boosted from $562,000 to $603,000.

In all, higher education got $226.3 million of the state's operating budget, an increase of $8.3 million over last year.

Other than the budget itself, fewer than a dozen bills passed by the 1977 legislature had any direct bearing on higher education, largely because 1976 saw such a major overhaul in structure and governance.

The governor vetoed a bill which would have given the state colleges the right to keep reserve accounts of special funds, such as dormitory fees, to be used for repair or replacement in that specific activity, or be carried over to the following year. This authority is already held by the University of Maryland.

Among the few that passed were bills to:

+++Transfer the administration of all interstate postsecondary educational compact arrangements to the State Board for Higher Education. These compacts, now administered by the University of Maryland, total about $803,000 of which $582,000 involve 135 students in programs of the Southern Regional Education Board, such as veterinary medicine, optometry, medicine and dentistry. Two other agreements send students to Pennsylvania and Ohio. There are now 179 Maryland students served in programs not available in Maryland.

+++Allow students in all public institutions to pay tuition and fees with credit cards, with the student also paying the service charge in addition to whatever interest he or she may accrue. The bill authorizes the boards of trustees to shop around for the best arrangement. There is some talk, however, that Governor Mandel is considering vetoing the bill because he fears the impact of defaults on the schools' budgets.

+++Return to the governor the power to appoint community college trustees. This power was inadvertently dropped from the law when the bills were drafted last year restructuring the state's system of higher education.

+++Restrict somewhat the ability to hold executive sessions to conduct public business and require more advance notice of meetings. This "sunshine" bill was amended extensively during the session. Its proponents were unhappy with the exceptions written in, but settled for getting it on the books and vowed to work to tighten it up next year.

+++Give more authority to the State Board for Higher Education to oversee proprietary institutions and out-of-state trade schools.

+++Authorize two studies, one involving reciprocal borrowing by faculty members in all higher education libraries receiving state funds, and the other involving the earning of credits for outside work experience. Once guidelines are written, these can be implemented.

+++Study the way the resources of the institutions of higher education in Maryland can serve the General Assembly. The hope is that some of the research undertaken by the legislature may already have been done in some college or university, thus avoiding duplication of effort.

+++Authorize $40,000 to study the feasibility of establishing a school of veterinary medicine at Johns Hopkins University. A similar study was completed in March regarding a University of Maryland site for such a school. The Hopkins study is to be completed in the fall and forwarded to the State Board for Higher Education, which will make the final decision. There are no schools of veterinary medicine in Maryland, which now sends 86 students elsewhere via interstate compacts.

Controversy Over Construction Budget

The state's capital construction budget, as it turned out, was the very last thing passed by the legislature as the midnight deadline approached April 11. With only five minutes to go, the hoped-for $4 million expansion of the University of Maryland mathematics building, which had earlier been pared to $1.9 million, died.

Of the $88.2 million on bonds authorized, higher education got $21 million, almost half of that earmarked for a new pharmacy school building in the Baltimore City campus of the University of Maryland. This $9.4 million appropriation would pull together facilities now scattered around the city. The project, however, is already embroiled in controversy with the city government. Another bill passed gives the mayor and City Council veto power over the land eyed for a parking facility.

Other major capital appropriations included $5.3 million for additions to the University of Baltimore's Academic Center, mostly for a law school building, and $830,000 for a new Fire Rescue Service training facility at the University of Maryland's College Park campus.

The University of Maryland Eastern Shore got $915,000 to renovate Trigg Hall and $265,000 to buy a 245-acre farm to expand the campus. The latter appropriation, along with an $81,000 grant for library books at Morgan State University, became hot issues during the bitter last days of the session when the legislature's black caucus held fast against a capital item to buy a specific prison site in East Baltimore.

Critics of the governor's prison plan labeled these appropriations to the two predominantly black institutions as efforts to head off the black legislators' threatened filibuster against the prison. Whatever it was, it worked.

One of the most notable failures of the session -- again -- was the perennial effort to extend collective bargaining into the area of higher education. The longest-running study committee on record got this hot potato again at the end of this session, but things may be quite different in 1978.

That's because 1978 is an election year in Maryland, and in Maryland that means everybody -- the governor, all members of the House and Senate, and all county commissioners, councilmen and executives as well -- stand for election simultaneously. And in Maryland, because of the concentration of industry in the populous Baltimore and Washington areas, union support can be a potent factor in a campaign.

So in this state, collective bargaining takes its place as a motherhood issue alongside such topics as sunshine and maybe even sunset legislation, and scholarship reform. These issues may find a different atmosphere in Annapolis when the election-year legislature convenes next January. In addition, higher education will have had a full year to work under the new governance system, so some tidying-up can be expected.

ALABAMA Bob Lowry, The Montgomery Advertiser

"Two tax measures which would have cut heavily into current and projected education revenues were defeated."

MONTGOMERY, May 23--After suffering a four percent across-the-board cutback in funding in 1976, higher education made a strong comeback in the 1977 Alabama Legislature, winning hefty increases which averaged 17.7 percent.

The state's new education budget for the fiscal year 1977-78 totaled nearly $1 billion and the colleges and universities won appropriations of $200 million. As in 1976, however, funds for capital outlay were extremely scarce.

While the education budget did not pass the legislature until its last meeting day of the regular session, Governor George C. Wallace set out early in the year to bring all education factions together in an attempt to avoid the traditional battle over the budget in the legislature.

Wallace appointed what was described as the "Select Committee" for the purpose of writing an agreed-on "Unified Education Budget." Represented on that panel were the colleges and universities, the junior colleges and trade schools, local school boards and administrators, the State Department of Education, the Alabama Commission on Higher Education (ACHE) and the teachers' lobby, the Alabama Education Association (AEA).

The committee agreed upon a budget proposal a week before the regular session began and Wallace submitted it to the House of Representatives where it passed easily.

When the document emerged from the Senate, though, it barely resembled the original budget. The upper chamber tacked on more than $13 million in amendments -- most of them allocating construction funds to various universities -- and added a controversial paragraph which caused a major rift between the AEA and ACHE.

That paragraph called for the earmarking, for the first time, of pay raises for college teachers. Backed by the AEA, which is trying to bolster its membership in the college ranks, the proposal would have mandated annual pay hikes ranging from $1,100 to $1,500.

ACHE opposed the earmarking, as did college presidents who claimed the raises would take away most of the funding increases won by higher education. In the end, ACHE won the point when a House-Senate conference committee knocked out the earmarked raises and most of the $13 million in Senate amendments. The budget was restored to essentially the same document prepared back in January by the "Select Committee."

The politically potent AEA promised, however, it would be back in the 1978 session to lobby once again for the earmarked salary increases which already apply to junior college teachers. The AEA's executive secretary, Paul Hubbert, said his organization will continue to push for mandated salary increases for college teachers "to remove the politics" from pay raise decisions which are now made by individual college administrators.

Aid to Private College Students Defeated

Aside from the earmarking, another hot issue was legislation providing financial aid to state residents attending private colleges in Alabama. The AEA, which opposed the bill, prevailed in that battle near the end of the session.

A bill providing $600-a-year state grants to private school students first passed the Senate by a wide margin. It was amended and passed by the House and sent back to the Senate where it ran into a filibuster. The legislation was finally killed after private school lobbyists would not agree to a so-called compromise which called for the bill to be put to a vote in a statewide referendum.

Five private schools which traditionally receive appropriations from the state fared better, however. In the 1976 session those schools -- which include Tuskegee Institute -- did not get some $2 million because of a last-minute filibuster on an unrelated matter. The 1977 legislature restored that funding, plus an equal amount for the next fiscal year.

Because capital outlay funds were in short supply, two universities tried unsuccessfully in separate bills to win appropriations for land acquisition. The University of South Alabama asked for $5.5 million and the University of North Alabama for $3.3 million. After an extended filibuster in the Senate, the South Alabama appropriation finally passed, but was defeated in the House on the last night of the session.

Statewide Coordination Studied

A month after the 1977 session convened, a "Citizens' Committee on Higher Education" made its report. The 30-member blue-ribbon panel of lay persons was appointed by Lieutenant Governor Jere Beasley to study the structure of higher education in Alabama. The lieutenant governor has been a vocal critic of college administrators in Alabama and a strong advocate of a board of regents. Not surprisingly, the committee -- after studying systems in Florida, North Carolina and Texas -- recommended the abolition of ACHE and the establishment of a board of regents in Alabama.

The committee said higher education in Alabama "continues to be operated in an uncoordinated and largely unaccountable manner." ACHE has been "weak and ineffectual" because it does not have a "method of operation which is reasonably free of strong political influence," the panel added.

As in 1976, however, the 1977 legislature refused to approve legislation which would have expanded the authority and enforcement powers of ACHE. The legislation, which would have given ACHE life-and-death power over new college and university programs, passed the House, but died in the Senate.

Also killed in a Senate committee was a measure which would have created a board of regents to supersede the powers of gubernatorial-appointed boards of trustees. The board of regents concept was also included in a state government reorganization plan which the Senate declined to accept.

Education in general won important tax battles early in the session and also near the end. Two tax measures which would have cut heavily into current and projected education revenues were defeated.

The house defeated a bill which would have removed the sales tax on food and prescription drugs. Although the bill was sponsored by House Speaker Joe C. McCorquodale, it was opposed by the AEA and was overwhelmingly voted down in the lower chamber.

The Senate, also with the AEA's lobbying efforts, rejected legislation which would have put a "lid" on ad valorem tax revenue increases under a current statewide property reappraisal program.

Other legislation which failed contained provisions which would have:

+++Authorized collective bargaining for all state public employees.

+++Allowed college teachers to check off union dues as part of their payroll deductions.

+++Waived out-of-state tuition fees for the dependents of Alabama congressmen and their employees.

+++Provided sick leave benefits for all state teachers injured on the job.

+++Required medical school students to sign a contract with the state whereby the student would agree to practice two of his first five years in Alabama. If the contract was violated, the student would be forced to repay to the state the cost of his education.

+++Required an independent audit of all state school funds controlled by public schools.

+++Provided a voting student member on the boards of trustees of all four-year colleges and universities and the advisory committees of junior colleges. Also defeated was a separate measure providing voting status for the student members of the boards of trustees at Auburn University and the University of Alabama in Tuscaloosa.

+++Allowed the private colleges to hire security police with the same full arrest powers granted to those at public institutions.

+++Granted the University of North Alabama the power of condemnation in Lauderdale County.

Following is a summary of funding (includes operation and maintenance and capital outlay) for each college and university in Alabama:

(Expressed in millions of dollars)

INSTITUTION	Appropriations 76-77	Appropriations 77-78	Percent Increase	Federal, Other Funds	Total
Univ. of Alabama-Tuscaloosa	$29.8	$33.1	+11.1	$ 39.7	$ 72.9
Univ. of Alabama-Birmingham*	37.0	47.7	+28.7	122.0	169.8
Univ. of Alabama-Huntsville	7.2	8.6	+17.9	7.8	16.4
Alabama A&M University	6.1	6.9	+12.2	8.9	15.9
Alabama State University	5.4	5.9	+ 9.6	10.3	16.2
Auburn University	39.2	44.9	+14.4	73.8	118.8
Auburn University-Montgomery	4.3	4.7	+ 9.4	6.4	11.1
Jacksonville State University	7.2	9.1	+25.6	5.3	14.4
Livingston University	2.3	2.6	+12.9	1.5	4.2
University of Montevallo	4.3	4.7	+ 9.2	4.1	8.8
University of North Alabama	4.8	5.7	+18.9	6.7	12.5
University of South Alabama*	15.1	18.5	+22.8	37.7	56.3
Troy State University	5.5	6.2	+12.3	9.5	15.8
Athens State College	1.0	1.1	+14.6	1.0	2.2

*Includes funding for academic health schools

TENNESSEE Fred Travis, Nashville Correspondent, The Chattanooga Times

"Though the decline in full-time equated enrollment in the fall of 1976 wasn't large...it was the source of concern both to higher education administrators and to the legislature."

NASHVILLE, May 25--How to stimulate enrollment growth in colleges and universities, encourage newly-graduated physicians to practice in Tennessee and aid needy students were key higher education matters on which the Tennessee legislature took action during its 1977 session.

Appropriations for colleges and universities during the fiscal year beginning July 1 were increased by 14.4 percent over the amount of state funds available to them this year. The total appropriation for the 1976-77 fiscal year is $223.6 million compared to $195.4 million for the 12-month period ending June 30.

The legislature also voted to increase the pay of college and university personnel by a system-wide average of seven percent. Specifically, all employees will receive a seven percent increase on the first $6,000 of earnings, with the college governing boards determining discretionary increases beyond the $6,000 floor.

Operating appropriations for so-called formula units -- those with budget requirements calculated under a formula developed by the Tennessee Higher Education Commission (THEC) -- were raised to $174.8 million from $156.2 million, an increase of 11.9 percent.

An even larger increase -- 24.7 percent -- went to non-formula units, which include such high-cost educational programs as medicine, dentistry, veterinary medicine, agricultural experiment stations and the University of Tennessee (UT) Space Institute. The boost in funding for the new UT college of veterinary medicine will allow for an entering class of 60 students this fall, which is 20 more than in last year's entering class. Plans call for a maximum entering class of 80 beginning in the fall of 1978. Appropriations for these and administrative operations of the THEC, UT, and state Board of Regents administration total $48.8 million.

This was $1.8 million more than Governor Ray Blanton requested in his budget but was $4.7 million less than THEC had recommended. The legislature provided more money for training dentists, family practice residencies and clinical training centers than the governor sought. It also raised by $82,000 the appropriation for the UT Space Institute, which is engaged in designing an economically feasible means of more efficiently converting coal to electricity.

Student Assistance Increased

The legislature raised by $1 million the $3.4 million Governor Blanton recommended for the Tennessee Student Assistance Corporation, which makes grants to needy students to attend both public and private institutions of higher learning. This year the corporation's appropriation from the state treasury was $2.6 million.

In addition, the corporation was authorized to make grants to students enrolled in proprietary business, trade and technical schools and in eight non-profit colleges which had not previously been eligible to participate in the program.

Late in the three-month legislative session, all other higher education issues were overshadowed by a controversy over enrollment of ineligible students at Tennessee State University, a predominantly black land-grant institution in Nashville. A house subcommittee was directed to make an investigation after state Board of Regents' Chancellor Roy Nicks disclosed that the recommended appropriation for TSU had been computed on enrollment figures including students who were ineligible to return for academic reasons.

As the investigation proceeded, the Tennessee Higher Education Commission calculated that approximately 600 students had been enrolled in violation of Board of Regents regulations and recommended that the TSU appropriation be reduced accordingly. Blacks in the legislature, including several TSU alumni, fought the reduction and finally achieved a compromise.

Under it, the state department of finance and administration will impound $475,000 of TSU's $8.9 million appropriation but the money can be released if satisfactory reasons for doing so are presented to the Senate and House education committees.

Besides operating funds, the legislature authorized expenditure of $19.1 million for construction projects at higher education institutions. This will come from $3.4 million in unspent state revenue and $15.7 million in bonds. Major projects include $5.9 million for a fine arts building at UT-Chattanooga, $1 million for three family practice model facilities for the UT Center for the Health Sciences and $11.2 million for improvements at community colleges.

Money was provided to continue development of a medical school at East Tennessee State University, though legislative leaders said this will be the end unless the proposed facility gets a letter of probable accreditation needed to release federal funds allocated to it. Dr. Nicks and a consultant retained by the state Board of Regents assured the legislature that the letter will be forthcoming. State funds for the school during the next fiscal year will be $2.2 million, slightly less than the $2.4 million recommended by the Higher Education Commission but almost double the amount available from the state treasury this year.

Legislature Grapples with Doctor Shortage

The medical school proposal was sold to the legislature three years ago on the promise that it will induce more doctors to take up practice in physician-short East Tennessee. The shortage there and elsewhere is of growing concern to the legislature, which attempted several actions to solve it. One was passage of a bill to require that Tennessee residents whose medical education is subsidized by the state -- either through the UT medical school or spaces obtained in private physician-training institutions through contracts with the Southern Regional Education Board (SREB) -- practice in Tennessee a minimum of four years. If they did not practice in Tennessee, they would be required to pay the state its investment in their basic medical training over and above what would have been spent providing them a baccalaureate education. By one calculation, it would have required a Tennessee resident who received his medical education at the UT Center for the Health Sciences to repay more than $100,000 if he declined to practice in the state four years.

Governor Blanton killed the bill with a veto, saying it was discriminatory because it didn't apply to other medical professionals, such as dentists, pharmacists and nurses and because it would discriminate against Tennessee residents receiving their medical education within the state. Sponsors of the proposed law already had had second thoughts about the wisdom of it and decided against attempting to override the veto.

Other ideas along the same line which were approved included appropriation of $400,000 for not less than 12 family practice residencies at Meharry Medical College in Nashville, $75,000 to the Higher Education Commission to contract through the SREB for additional student spaces at Meharry, and $180,000 for a clinical training center at UT-Chattanooga. Among the proposals that failed was one to admit applicants to the state-operated medical training programs on the basis of residence.

In the end, the troublesome problem was turned over once more to the Higher Education Commission, which was asked to try again to find a practical, economically-feasible means of assuring medical services in the physician-short areas.

Measures to Waive Out-of-State Tuition Considered

A THEC study also was used to stem a campaign by several state-operated colleges to grant tuition-free enrollment to students from neighboring states. (Tennessee's state-financed colleges and universities charge residents a maintenance fee; the additional charge to non-residents is called tuition.) This was the solution promoted by higher education institutions, mainly those near the borders of adjacent states, which experienced declines in enrollments in the fall of 1976 or had less growth than had been anticipated. Austin Peay State University, Clarksville, and UT-Martin earlier were authorized to accept tuition-free students from selected counties in southern Kentucky. That state reciprocated by admitting Tennessee residents to some of its institutions without requiring payment of out-of-state tuition.

House finance committee chairman John Bragg fought the admission of residents from other states without requiring them to pay tuition. He accused the college and university administrators of trying to boost their enrollments in this manner to obtain increased state appropriations for their institutions. Tennessee, he said, had many qualified high school graduates who weren't going to college and suggested recruiting efforts be intensified within the state instead of being directed across the border.

For a while it appeared all the bills for tuition-free admission of non-residents would be enacted. Representative Bob Davis of Chattanooga, a sponsor of one of them, said: "Everybody has one of these bills so all of them will be passed."

But Bragg's persistent opposition finally paid off and the Higher Education Commission was instructed to explore the possibility of reciprocal admission agreements with neighboring states and report to the legislature next January. Ironically, the Commission several years ago proposed just such an arrangement only to have it spurned by the Tennessee legislature. At that time, however, Tennessee residents were practically beating down the doors to get into state-operated higher education institutions. The flood was stemmed by the 1974 recession, and no one yet is sure whether the trend has been reversed by improved economic conditions.

Though the decline in full-time equated enrollment in the fall of 1976 wasn't large, being only 1.2 percent less than the fall of 1975, it was a source of concern both to higher education administrators and to the legislature. Should it continue, it may lead to a re-evaluation of the college and university systems.

Sunset Law Enacted

This is scheduled to come about anyway under the "Tennessee Governmental Entity Review Law," described by its sponsor as the "most comprehensive sunset law" yet enacted in the United States. It attempts to provide for a systematic review of every state board, commission, bureau, department, council, agency or whatever -- 222 of them in all -- starting next year. Under the widely heralded but largely untested sunset concept, agencies are placed under an automatic death sentence if they fail to justify their continued existence by a specified deadline. After that a year is allowed for the affected bureaucrats to liquidate their business, during which they have a final chance to persuade the legislature to issue a reprieve.

The first group of agencies, 35 in number, are to be reviewed for possible termination June 30, 1980, or within the ensuing fiscal year, under the schedule prescribed in the act. Over the ensuing five years, all other agencies are scheduled for examination.

Agencies created through interstate compacts, such as the Southern Regional Education Board, are on the list, with SREB review scheduled for completion by June 30, 1985. A review of the state Board of Regents, governing unit of the state's regional universities and community colleges, is to be completed

by June 30, 1982; the University of Tennessee Board of Trustees is on the June 30, 1984, list; and the Tennessee Higher Education Commission must justify its continued existence by June 30, 1985.

Tennessee's sunset law, while comprehensive beyond doubt, may be overly ambitious; critics doubt the legislature can obtain either the staff or expertise to accomplish such a massive review program. Even if it did, past performances indicate it may lack the stamina to stand up to the pressure from a wily bureaucracy with its many employees and even more numerous clients eager for its preservation.

Though less drastic than the sunset law, a commission established to explore possible reorganization of the state government ultimately may have an impact upon publicly-financed higher education programs. The 10-member commission, composed of representatives of the legislative, executive and judicial branches, was directed to report on possible reorganization of the executive by next January and on the other two branches and inter-governmental relations in the ensuing years.

Some other new legislation may have an indirect effect on higher education. Among these are a law requiring reporting of costs to the state treasury resulting from agencies participating in federal programs or complying with federal laws and regulations and reporting on costs caused by publications of which more than 1,000 copies are issued.

A number of miscellaneous proposals received varying degrees of consideration from the legislature this year and remain for possible action when the lawmakers reconvene next January. Among those were bills to permit national guardsmen to attend colleges and universities without paying fees charged to other students and to permit state agencies to create job positions for students working for the government as interns under the Cooperative Education Program.

Collective bargaining for public school employees, a perennial issue, appeared to have more support this year than in previous ones. The Tennessee Education Association established this as its top legislative priority. However, collective bargaining bills in the Senate and House never reached the respective floors.

The legislature enacted a law waiving tuition and fees for elderly and disabled Tennesseans who want to earn college credits. They will be required to pay a "service fee," which can range up to $50 a quarter or $75 a semester, to cover the cost of keeping records. The state attorney general was made responsible for collecting delinquent loans to students to finance their education.

TEXAS Richard M. Morehead, Austin Bureau Chief, The Dallas Morning News

"Texas legislators came to town with $3.1 billion more to spend.... They left with about one billion dollars unspent when the session adjourned...."

AUSTIN, June 8--Higher education fared well in the 140-day regular session of the Texas legislature this year, although less well than the agencies requested. Funds for all agencies of higher education for the two years starting September 1 total $2.9 billion, up $600 million from the previous biennium. This raise of 27 percent in funds compares with 61 percent requested, according to Commissioner of Higher Education Kenneth Ashworth. The total state budget for the biennium amounted to $15.5 billion, including a $171 million increase in teacher retirement benefits, affecting teachers already retired plus those in the future.

Construction Regulations Tightened

In contrast with the session two years ago, however, Governor Dolph Briscoe seemed to be in harmony with what the legislature proposed this time for higher education. Two years ago, he tried to veto millions of dollars worth of construction authorized by the legislature, but his action was futile because contracts had already been let by University of Texas regents.

The legislature did tighten building restriction, by requiring approval by the State Coordinating Board of any construction involving more than $500,000. The only major construction included in the appropriation bill was $8 million for a teaching hospital at Texas Tech Medical School.

Texas legislators came to town with $3.1 billion more to spend in the 1977-79 biennium than was available to the previous legislature. The new total is over $17 billion. They left with about one billion dollars unspent when the session adjourned without passing a bill to increase financing for the public school system, one of the session's main priorities. A conference committee reported a bill about 30 minutes before adjournment, but the report never reached a vote in either House.

Governor Briscoe has stated he will call a special session on school finance about mid-July if opposing factions can agree in advance on a bill. An Agreement is expected. Governor Briscoe also said he would like to submit the topic of reducing state taxes on utility bills. A measure with about $40 million tax relief also failed in the final moments.

Faculty Workload Under Study

With Governor Briscoe and some legislators demanding a minimum workload on university faculties, the legislature adopted a compromise. It ordered the

Coordinating Board to establish standards for faculty workloads, and institutional reports on them. In addition, the appropriation bill provides that schools failing to cooperate will lose some funds.

With its large supply of new money from existing taxes based on retail sales and oil and tax production taxes (a percentage of wellhead prices), legislators found no need to attempt tax increases. Governor Briscoe is committed to a "no new tax stance" and is expected to seek another four-year term in 1978. He has said if revenues decline, it will be met with corresponding economy in state spending.

A few senior legislators attempted to push a refinery tax on processing of crude oil, as a substitute for property taxes to support public schools. This failed to make any headway, although the application of property taxes is a matter of growing controversy in the state. Oil and gas interests opposed the refinery tax idea.

Aid for Independent College Students Increased

Support of private and church colleges through grants will be continued, with the state's contribution increased from $9 million to $10.5 million a year. Individual schools base tuition grants to students on need, up to $1,000 annually.

Appropriations include $1.3 billion for two years in higher education (excluding medical) at 24 state universities, $149.2 million more than the previous biennium; $244 million academic course aid to public junior colleges and $182 million vocational aid, up $49 million; $662.6 million for medical education, up $144.9 million; and $489.8 million for teachers' retirement contributions, up $67.6 million. The teachers' retirement payment goes to employees both of public schools and higher education, and does not include the increase passed later in the session.

In an emergency bill, the legislature also provided $16 million for state universities to pay their utility bills during the remainder of the year ending August 31. The legislature also set up a separate insurance program for junior and senior college employees, including life, health and accident coverage. A non-faculty personnel law was passed with the Coordinating Board to establish guidelines regarding wage and salary plans, classification, and grievance procedures.

Comprehensive "Sunset" Law Passes

A "sunset" law was passed covering all state agencies including the Coordinating Board, which will be reviewed in 1989. A 12-year rotating schedule of "sunset" review is established, starting with state licensing agencies.

Early in the session, the legislature voted for Texas to join the Academic Common Market, sponsored by the Southern Regional Education Board. Senator W. E. Snelson of Midland, an SREB board member, sponsored the legislation.

Lawmakers also directed the Coordinating Board to restudy the financial structure of higher education in Texas, and appropriated $175,000 for the purpose. Another study will deal with a state-guaranteed loan program for students.

Medical education received considerable attention. The Coordinating Board was authorized to make contracts with hospitals and medical schools to set up family practice residencies, aimed mainly at getting more physicians into rural areas.

Several administrative changes were authorized in the university system. One law created a "University System of South Texas" made of existing campuses which were renamed Texas A&I University (at Kingsville), Corpus Christi State University, and Laredo State University.

Several proposals died in final stages of the legislative process. One would have authorized state support for educational costs of all teaching hospitals. Another would permit Texas to participate in a federally-insured loan program for graduate students in health professions. Two proposals to add schools to share in constitutional building funds also failed.

Legislation approved included measures:

+++Directing the Coordinating Board to establish a standard for computing grade point averages of students in higher education.

+++Requiring advertising and sealed competitive bids on permanent improvements.

+++Appropriating $130,000 supplementing funds for the rural medical education program for this year, providing loans for medical students who agree to practice in rural areas.

+++Transferring the East Texas Chest Hospital at Tyler (a former state hospital for tuberculars) from the state health department to the University of Texas system and authorizing its use as a teaching hospital.

+++Appropriating about $1.5 million to repair fire or flood damages at four state universities.

+++Providing payments by the state of the employee's share, up to 5.85 percent, of Social Security contributions on earnings up to $16,500 annually.

+++Increasing permissible student recreational center fees at several campuses.

+++Creating a central clearinghouse for computer programs.

+++Setting standards for employing consultants by all state agencies, including higher education.

+++Under the state "open records act", restricting access to student records to college personnel "with legitimate educational interests", plus the student or parent of a dependent student.

+++Declaring a legislative intent to deny use of all state-owned facilities to any organization seeking to "promote illegal activities, including homosexual organizations."

+++Establishing a centralized posting of job opportunities from the Texas Employment Commission.

+++Increasing the state's liability in claims against state employees to include court costs and attorney fees.

+++Permitting payment of travel expenses for prospective employees.

+++Increasing benefits under the teacher retirement program, raising the state contribution from 6 to 7.5 percent on each salary and the employee contribution from 6 to 6.65 percent.

+++Requiring Texas State Technical Institute to provide qualified interpreters for deaf students, as well as equipment and tutoring for the deaf.

+++Appropriating $64,000 a year in support of the Southern Regional Education Board.

SOUTH CAROLINA Levona Page, The State, Columbia

"The major education bill passed... dealt with elementary and secondary education, rather than colleges and universities."

COLUMBIA, June 20--A two-year effort to revamp the South Carolina Commission on Higher Education, give it broader powers and direct it to draft a master plan for postsecondary education failed again in 1977 when the House carried over for another year a Senate-passed bill.

Governor James B. Edwards had endorsed the measure, and it had been helped along by a Legislative Audit Council report which confirmed what some lawmakers had been saying: the state is wasting money through duplication in higher education. Opposition, however, has come from colleges and universities whose representatives would be removed from the Commission under its proposed new organization.

Proponents of the change, including the legislation's author, Senator Robert C. Lake, Jr., say that having the institutional representatives on the 16-member board creates an automatic conflict of interest. Lake's bill, which passed the Senate two years in a row now, would create an 18-member commission whose members are neither employed by nor are trustees of individual institutions.

The bill provides that there would be a moratorium on expansion of curricula, administrative staff or faculty and construction, pending the drafting of a comprehensive master plan for higher education which would take effect on approval of the legislature. The only exception would be expansion or construction approved by the state Budget and Control Board chaired by the governor or by the General Assembly to meet pressing local needs. In deference to persons concerned about the future of industrial training programs of the state technical education centers, the legislation was amended in the Senate to provide that the moratorium on programs would not apply to industrial and trade courses at TEC centers, but would apply to college parallel and associate degree programs only.

Two Tax Increases Passed

South Carolina taxpayers got hit with two tax increases this session: a one-cent-per-gallon increase on gasoline (for a total of nine cents) and a one-cent-per-pack increase on cigarettes (for a total of seven cents). Still, those hikes were needed to just cover the necessities, according to the budget drafters, and there was no big increase for higher education.

Both tax hikes went into law despite the vetoes of Governor Edwards, whose campaign promise in 1974 had been to veto all but emergency tax increases.

The South Carolina state budget for 1977-78 totals $1.2 billion, about a 10 percent increase over the previous fiscal year. Actual budget figures indicate an increase of about nine percent for higher education, but higher education officials say, in reality, the increase is about five percent. They attribute the difference to a new budgeting method in which funds for employee benefits are calculated in each agency's total allocation, rather than budgeted separately as they were previously. (A list of appropriations appears at the end of this report.)

The legislature did provide a $150,000 increase for adjustments of salaries and improvements in the library at the University of South Carolina law school. The funding was approved after six professors quit, citing low pay and an inadequate library as well as poor communications with the USC administration.

State employees got a pay raise of about five percent, with merit raises (averaging about four percent) being reinstated after a freeze of about one year. Teachers got raises averaging about nine percent. Colleges and universities in South Carolina determine the pay rates for their faculties, but usually provide the same percentage increase given other public employees.

The major education bill passed by the South Carolina General Assembly in 1977 dealt with elementary and secondary education, rather than colleges and universities.

That bill establishes a minimum funding program for basic education in an effort to end the wide disparity in allocations per pupil throughout the state. Under a phased-in approach, local school districts will have to raise a certain amount of money, based on their taxing ability, in order to receive their share of state funds. The legislation also provides for annual inflationary increases for per-pupil and teacher pay allocations, based on an inflation rate as determined by state statisticians. By building in the cost-of-living salary increases, proponents said pay raises for teachers should become less of a political issue for the lawmakers. The act is to take effect July 1, 1978.

"Diploma Mills" Will Be Regulated

While the most significant measure -- the Lake bill -- failed to pass this year, there were several bills which did get final legislative approval.

The most important of those, according to James R. Michael, assistant director of the Commission on Higher Education, will allow the commission to regulate the so-called "diploma mills" in South Carolina.

Excepting the religious-oriented schools and those accredited by the Council on Postsecondary Accreditation, the commission is authorized to license and regulate non-public institutions which offer degrees in South Carolina. Failure to obtain a license from the commission could result in a fine of up to $5,000 for each degree the institution grants.

Michael said under previous law, "For $10, anybody could go to the secretary of state's office and get a charter to open one of these schools." He said at present there are two "diploma mills" in South Carolina, but said it was anticipated there could be an influx as other states tighten up their laws. All it takes to get a diploma from some of those schools, Michael said, is to "pay $300 and write 1,000 words about the U.S. constitution."

A new law directs that the colleges and universities and technical education centers shall be closed every two years on general election day. The elementary and secondary schools previously have been allowed to close on those days.

Student Aid Committee Created

The General Assembly created a permanent joint legislative committee to make recommendations on distribution of federal student aid in South Carolina. The committee is to act in an advisory capacity to the Tuition Grants Committee, which allocates grants to needy students at private colleges.

A Commission on Higher Education spokesman said the creation of the committee was prompted by amendments to the federal higher education act of 1975, through which federal student aid coming into South Carolina is expected to rise from about $500,000 in 1976-77 to about $700,000 in 1977-78.

An amendment requires that the grants be open to students at all non-profit institutions in the state. Because the state tuition grants committee deals only with private colleges, the joint legislative committee's role apparently will be to advise on distribution to other institutions.

With South Carolina legislative leaders worrying about keeping the state's triple-A credit rating on Wall Street after running budget deficits two years in a row, there was little new bond money provided for big projects this year.

One significant change was made, however, regarding bonds for technical education centers. Under previous practice, the state has put up money for operation of TEC centers, but it has been up to the local areas to raise money for construction. The new bond act departs from that practice by allowing individual TEC centers to issue bonds to be paid off by student fees.

Wyman D. Shealy, associate director of management at the State Board for Technical and Comprehensive Education, said he believes the new provision will have very little impact and may affect only two centers. He said a couple of the institutions had wanted authority to issue the tuition bonds because they did not have money for construction from local sources. For most institutions, Shealy said, there will not be enough income from student fees to pay off bonds. "We don't want to raise tuition to the point that it becomes prohibitive for students to attend," Shealy said. The bond act requires that the TEC center have a sufficient schedule of tuition fees to amortize the bonds before they can be issued.

Faculty Teaching Load Discussed

Governor Edwards stirred up a hornet's nest on the college and university campuses when he asked the Senate Finance Committee, during budget debate, to look into the number of hours that professors actually spend in the classroom. He asked that the legislature direct that faculty members teach at least 12 hours weekly each semester. Edwards' education aide, Roger Kirk, commented in an interview, "I don't think a textile worker, working 40 hours a week, should have to pay taxes for a professor working less than 12 hours a week and making $20,000."

Finance Committee Chairman Senator Rembert C. Dennis commented about the governor's proposal, "It doesn't seem unreasonable to me. What professional people in this state can make a living working two hours a day, six days a week?"

Higher education officials responded that a survey of institutional policies showed full-time faculty were required to teach between 12 and 18 hours a week, with varying time required for office hours. After prompting a lot of attention in the academic community, the governor's proposal died quietly when it was referred to a subcommittee.

Not a popular issue in the South Carolina legislature, collective bargaining legislation introduced by a black education official died in the House. It was revived for possible debate next year when a junior senator from Charleston introduced a collective bargaining bill the next to the last day of the session. It was referred to committee where it will be on the calendar for possible attention next year.

Sunset Law Fails to Pass

Efforts to pass sunset legislation died in the dusky hours of the 1977 session, but proponents won a promise that it will be taken up promptly in the Senate next year. The House passed a bill requiring that agencies that had outlived their usefulness would be terminated. The bill was never taken up once it got to the Senate Finance Committee. A last-minute effort to tack it on as an amendment to another bill failed, but the Finance Committee chairman promised House members he will put it at the top of his committee's agenda for the next session.

Investigation of Medical School Asked

A series of apparently unrelated events at the Medical University of South Carolina (MUSC) in Charleston prompted the House of Representatives to pass a resolution asking its Medical, Military, Public and Municipal Affairs Committee to conduct an investigation.

The resolution, authored by Representative Ralph K. Anderson, Jr., cited:

'allegations of fraud in the purchase of equipment. Reports indicated that checks had been written for equipment that was never received at MUSC.

·termination of employment of several top professional personnel. Among the persons to whom the resolution apparently referred was Dr. William M. McCord whom the trustees had quietly asked to leave more than a year ago after public reports of improper administration of the facility. Almost simultaneous with the legislature's adjournment came the news that MUSC had laid off 118 persons because of an anticipated budget deficit this year.

·firing of weapons into the president's office. That referred to a weekend incident in which someone fired shots into the window of the president's office, apparently without attempting to wound anyone.

Anderson's resolution stated that it is "in the best interest of the people of South Carolina that the House examine these events more closely."

The resolution did not mention a publicized complaint by House Speaker Emeritus Sol Blatt that the MUSC hospital had roaches and rude nurses. As part of a bond authorization bill passed this session, the MUSC hospital was given $1 million for renovations.

Following is a list of the allocations:

	1976-77	1977-78
Commission on Higher Education	$ 1,119,856	$ 1,289,162
Higher Education Tuition Grants Committee	7,332,686	8,354,749
The Citadel	5,839,222	6,684,745
Clemson University (Education and General)	24,963,905	28,383,677
College of Charleston	7,309,391	8,402,769
Francis Marion College	3,624,295	4,151,290
Lander College	2,632,802	3,054,239
S. C. State College	7,231,764	8,384,790
University of South Carolina	42,983,094	50,407,068
U. S. C. Aiken Campus	1,375,415	1,784,293
U. S. C. Coastal Campus	1,773,346	2,225,361
U. S. C. Spartanburg Campus	1,950,522	2,444,005
U. S. C. Regional Campuses	2,475,116	3,299,660
Winthrop College	6,607,339	7,531,135
Medical University of S. C.	40,599,451	48,222,035
State Board for Technical and Comprehensive Education	28,343,275	32,773,441

FLORIDA Mary Ann Lindley, New York Times Florida Newspapers

"The increases are the largest for a single year in the history of the university system...and followed two years in which Florida has ranked near the bottom nationally in increased spending for higher education."

TALLAHASSEE, June 28--The Florida legislature was called back to work twice after its regular 60-day session adjourned June 3 with the two chambers unable to agree on a budget or to settle on a tax package adequate to pay the increasing costs of state government.

The session was dominated by tax and spending controversies from the beginning, when it received Governor Reubin Askew's budget. The governor's proposal called for a net increase of $300 million in new taxes, including a one-cent sales tax hike. The House soon approved the governor's sales tax boost and added items to his total budget package. The Senate, however, would have nothing to do with the sales tax increase nor much of the proposed House budget additions.

By June 24 the sales tax increase was dead but a $5.69 billion budget had been delicately constructed and adopted, and a smorgasbord of taxes agreed upon to fund the budget and provide a $11.5 million reserve.

State University System officials, after two years of belt-tightening to cope with the economic recession, declared 1977 one of the most successful legislative sessions in years, and rejoiced at a $10 million appropriation to improve libraries in the state's nine universities.

Dispute Develops Over Faculty Pay Hikes

But the teachers' union, United Faculty of Florida (UFF), suffered a setback when the budget fell $2.3 million short of funding salaries at the level agreed to in the university system's first collective bargaining contract, a document signed with the Board of Regents early in the spring after months of sometimes bitter haggling.

Union officials insist the Regents must live up to provisions of the agreement regardless of the legislature's action, and that it can pay salaries off the top of the lump sum appropriation it receives for all facets of the system.

The legislature chose to fund the salary package at only 77 percent of the level recommended by Governor Askew for faculty salaries, and as a result, university faculty and personnel will receive pay increases of only 7.1 percent next year, compared to the 8.75 percent average salary increase adopted for other state employees.

Chancellor E. T. York, fearful that the legislature's action will make the bargaining process more awkward in the future, worked to no avail to win a supplemental appropriation during the special sessions.

He said the Regents' lump sum money cannot be used to pay salaries because it is strictly categorized, and that it would be up to the Regents to administer salaries at a rate which coincides with the legislative rate, even if it is lower than the percentages agreed to in the union contract.

The final legislative tax package includes:

+++four cents per pack increase on cigarettes (bringing the tax to 21 cents per pack)

+++25 percent increase in the cost of alcohol (one cent per can of beer, 15 cents per quart bottle of wine, 20 cents per fifth for liquor);

+++doubled levies on oil and phosphate severance taxes; and

+++a $10 million group of smaller business-related tax hikes on permits, charters and fees.

The package dropped an effort to tax soda pop at a penny per bottle.

In addition to losing its position on the sales tax issue, the House also failed to win the $25 million they wanted to fund a catch-up program for slow learners in the public schools. The Senate would agree to provide only $10 million next year for the compensatory education program.

Budget Increases Termed Large

Overall, the basic budget for the university system increased by $33.2 million over the current year's $272 million budget, an increase of about 17 percent. With the $318 million general revenue appropriation, plus $117 million in trust funds, Florida universities will operate next year on $436 million.

The increases are the largest for a single year in the history of the university system, according to York, and they came at a time when enrollment is not rapidly increasing. Most budget increases in recent years have simply kept pace with growth which leaped 200 percent in the last decade. This budget increase followed two years in which Florida has ranked near the bottom nationally in increased spending for higher education.

The anticipated enrollment growth in Florida over the next decade is only 25 percent, still high compared to other states where growth is leveling off.

The $10 million appropriation for libraries is the beginning of a five-year program which will total $50 million, and is considered the significant first step to improving quality throughout the system.

Commission to Study Future of Public Universities

The Regents recently appointed a Commission on the Future of Florida's Public Universities, a blue ribbon panel of prominent Floridians, to help develop the university system over the next decade and give priorities to quality rather than quantity.

The committee is expected to come before the governor and legislature next year with a series of recommendations, including possibly a program of endowed chairs to attract distinguished professors to Florida schools.

Elsewhere in the funding picture, the legislature set aside $25.8 million for buildings and other capital outlay projects. The figure includes $6 million for the new journalism building at the University of Florida in Gainesville; $5.3 million for the first major building of the St. Petersburg campus of the University of South Florida (located in Tampa); and $4.3 million for construction of a Center for Continuing Education at Florida State University in Tallahassee.

For the first time in several years, the legislature declined to raise tuition, and it agreed to put a student on the Board of Regents. The student will have no voting powers and will serve a one-year term, two points that will likely assure the governor's signature.

Equitable Salary Treatment for Women at Issue

Early in the session, there was some controversy over equitable salary treatment for women faculty members. Several outspoken legislators redirected the Regents to take seriously legislation passed last year which requires annual salary studies, and subsequent pay raises where necessary to assure women of being paid on par with male counterparts.

The issue died after several days of newspaper reports, and a pledge from the Chancellor's office that the annual examination of salaries would continue and appropriate adjustments be made.

Collective bargaining laws were adjusted somewhat during the session, the most significant and needed change was to define "good faith" bargaining in such a way that more of the burden of cooperation is placed on the employer.

Florida Education Association/United (FEA/United) worked for that change, plus the establishment of a full-time Public Employees Relations Commission, instead of the current part-time board. This was proposed as a means of expediting the process of dealing with unfair labor practice controversies which now take as long as two years to settle.

FEA/United was opposed to a bill which passed designating Community College Boards of Trustees as legislative bodies equal to school boards and the Board of Regents.

They felt that trustees should not be bargaining agents because they are appointed by the governor, and therefore have no tax authority or unilateral ability to meet contract agreements.

The legislature enacted the law because it did not want to be the bargaining agent with the state's 28 community colleges, nor did it want to establish a single community college board similar to the Board of Regents.

The most controversial issue for higher education this session was the "Deep Throat" amendment, a bombshell phrase attached to an unrelated bill which prohibited the merger of two universities without legislative approval.

The amendment required each university and community college to set up screening committees to review all films and course materials to determine if they were pornographic.

It stemmed from an incident at the University of West Florida where the daughter of House Appropriations Committee Chairman Ed Fortune was shown a segment from the film "Deep Throat," in a mass media class.

Although attendance at the showing was optional, the fact that the sexually-explicit film was shown on campus brought down the wrath of a majority of legislators.

A week after the session ended Governor Reubin Askew vetoed the legislation, saying that a university "must be free to cultivate a spirit of inquiry and scholarly criticism -- to examine ideas in an atmosphere of freedom and confidence."

"Government must act with great restraint in considering measures which touch upon the academic atmosphere of a university," Askew wrote in his veto message, but he added that universities must also seek to maintain the confidence of the community and the state they serve.

He credited the university system with dealing appropriately with the matter by chastizing the faculty member involved for exercising poor judgment, and Askew said he was convinced the incident was an exception to the prevailing practice.

Chancellor York, in a request that the measure be vetoed, told the governor that the Regent's Rules on Academic Freedom and Responsibility enjoin each faculty member to select teaching materials that are "germane and in good taste within the context of the educational and scientific purpose."

NORTH CAROLINA Daniel C. Hoover, The Raleigh News and Observer

"...though the $8 billion biennial budget reflects generally modest increases over the previous two years, higher education...will receive a slightly higher percentage increase than the overall budget experienced."

RALEIGH, July 14--With a more favorable economic situation facing it than in the previous two sessions, the 1977 North Carolina General Assembly loosened its university pursestrings before adjourning, but cut back on funding for a community college system beset by declining enrollments.

Burning, emotional-type higher education issues were again absent, that element having subsided with the final success two years ago of proponents of a degree-granting medical school at East Carolina University.

What bickering the overwhelmingly Democratic legislature either engaged in or observed, centered around a deep-seated conflict between two powerful leaders with conflicting political ambitions, Governor James B. Hunt Jr. and Lieutenant Governor James C. Green. Hunt, citing his million-plus 1976 vote with a 65 percent majority, generally got his way, but the older, politically savvy Green quietly contested him much of the way.

Hunt appears to be the most education-minded governor since the 1961-65 term of Terry Sanford, now the president of Duke University. The initial thrust of the Hunt administration's educational program appears to be focused on the elementary level for which he pushed a $45 million reading program through the General Assembly along with a statewide testing program aimed at establishing educational accountability.

Several specialized study commissions were authorized and although no major new academic programs were vigorously sought or approved, the assembly did agree to establish a reserve fund for a future N.C. State University school of veterinary medicine and salt the fund with $2 million and another $1 million to continue planning.

The project, challenged as unnecessary and wasteful by an outmanned group of urban lawmakers, is projected at $37 million to establish, with an initial operating budget of $5 million annually. It is unclear how this year's legislative action will affect earlier plans which called for a 1981 opening and an eventual enrollment of 250.

While the university system was still digesting a two-year-old $41 million capital improvements bond issue, the lion's share of the capital budget was

going to a prison system that was 50 percent overcrowded and in danger of a federal court takeover.

A windfall tax scheme, with $61 million of its $91 million one-shot total going to the university system, was put off until the 1978 session. It would require many corporations to pay their state income tax on a quarterly basis during the year in which the money was earned instead of the present system in which the money is remitted the year after it is earned.

While lack of time, temporarily at least, scuttled the windfall measure, supporters of a bill that would give a major tax break to North Carolina manufacturers backed off until next year when they came up short on their preliminary head count of votes. It would have allowed manufacturers to claim local inventory taxes as a deduction on their state tax returns. No major changes in the state tax laws or rates were enacted.

At the not-so-subtle prodding of Governor Hunt, the legislature approved a gubernatorial succession referendum that could have indirect, but far-reaching significance for higher education in North Carolina.

If voters approve this November, a governor -- Hunt included -- could serve two successive terms. Hunt has not indicated whether he would run again, but observers expect him to do so.

While the gubernatorial succession bill was one of the more debated items, the biennial budget was the primary item before the legislature. Although the $8 billion biennial budget reflects generally modest increases over the previous two years, higher education, through the University of North Carolina System, will receive a slightly higher percentage increase than the overall budget experienced.

The final budget, pared down by nearly $300 million from the original Advisory Budget Commission recommendation, reflects a projected revenue increase of 11.5 percent for 1977-78 and 9.9 percent for 1978-79. That compares with an average growth of 12.2 percent for the late 1960's and early 1970's.

All state employees, including those of the university and community colleges systems, were given a 6.5 percent salary increase that for many, with additional fringe benefits was close to the equivalent of 10 percent.

Both the university and community colleges systems received an almost 9 percent funding increase for 1977-78 and 3.3 percent recommended for 1978-79. That converted into $338,624,000 for the university system in 1977-78 and $347,531,000 for the second year. The community colleges-technical institutes would receive $107,423,000 the first year and $119,730,000 for 1978-79. That included a two-year appropriation of $11.4 million for equipment for the community colleges and $560,000 for a vocational textile school.

The first-year allocations reflected a nearly $9 million cutback from the $116.46 million authorized for 1976-77 because of system-wide slackening enrollments in the 57 two-year institutions. Observers note that the impact of the funding reduction will not be evenly distributed across the state, since community colleges in the wealthier urban and Piedmont sections may receive supplemental aid from county commissions. High estimates of full-time-equivalent student enrollment have been the cause of controversy in the community college system in recent years.

Figures released during the session by the Institute of Government at Chapel Hill showed that since 1970-71 the university system's funding had increased by 163 percent, from $116.6 million then to $307.6 million authorized for 1976-77. The system received 19 percent of the total increase in the budget in that period.

However, the community colleges system grew at a more rapid pace before the current downturn. The Institute report showed its funding jumped by 167 percent, from $43.6 million to $116.4 million over the seven years.

The university-community colleges operating budget for the 1977-79 biennium was a combined $907.3 million, or approximately 20 percent of the $4.52 billion General Fund, down from 21.32 percent for 1976-77.

Included in the budget are tuition increases for the university's in-state and out-of-state students and those in the community colleges. The latter boost, first in several years, prompted a protest march in downtown Raleigh by 300 disgruntled students.

University tuition for in-state students would rise 10 percent, or $25 and $50 per student depending upon the campus. Out-of-state students would pay an additional $100 each.

North Carolina students in community colleges or technical institutes would pay an extra $6 per quarter, which brings their tuition to $36 per term; non-resident students would pay $36 more each quarter.

Public aid to students in private colleges was increased to $500 each. That is $100 more than for the previous biennium, but $100 less than was sought by the state association of private colleges. Of the $500, the student receives a direct grant of $300 and the college is sent the remaining $200. The total cost to the state of this program is $4.37 million per year and covers 40 institutions in the state.

Legislation that would have prevented members of the General Assembly from serving on community college or technical institute boards of trustees passed the Senate but died in the House.

Similarly, a bill that would have established a separate policy board for the community colleges, was killed and another that would have banned the use of student fees for any lobbying purposes also died.

The legislature did approve free tuition for North Carolina residents 65 years and older on a space available basis, but limited faculty members to free tuition only for courses at the university branch where they are employed.

A watered-down "sunset law" that would establish a commission to review and possibly eliminate up to 100 state regulatory and licensing boards was enacted.

A bill that would have prohibited public school employees from serving on the State Board of Education, which administers the public schools and community colleges-technical institutes, was killed after preliminary House debate.

Legislation passed which allows a student leader to hold an ex officio, voting seat on each of the boards of trustees for community colleges, technical institutes and industrial education centers in the state.

The capital improvements budget gave the community colleges $1 million for each year of the biennium.

The 16-campus university system was given $9.54 million, all for 1977-78, including $3.8 million for a hospital bed tower at the East Carolina University medical school, $3 million for compliance with OSHA regulations and various small capital programs, $720,000 for improvements at N.C. Memorial Hospital, and the $2 million veterinary school reserve fund.

Funding for the university system included:

Board of Governors -- general administration, $4.4 million for 1977-78 and $4.46 million for 1978-79; lump sum appropriation, $21.14 million and $22.7 million; related programs, $16.97 million and $17.87 million.

Agricultural programs, $1.27 million and $1.27 million.

University of North Carolina at Chapel Hill -- academic affairs, $42.02 million and $42.61 million; health affairs, $28.6 million and $28.62 million; area health education centers, $10.7 million and $10.68 million.

North Carolina State University -- academic affairs, $42.04 million and $42.37 million; industrial extension service, $780,119 and $776,782; agricultural experiment stations, $12.49 million and $12.6 million; agricultural extension service, $9.7 million and $9.66 million.

University of North Carolina at Greensboro, $17.13 million and $17.28 million.

University of North Carolina at Charlotte, $13.88 million and $14.12 million.

University of North Carolina at Ashville, $3.04 million and $3.09 million.

University of North Carolina at Wilmington, $6.08 million and $6.15 million.

East Carolina University, $22.72 million and $22.83 million.

North Carolina Agricultural and Technical State University, $10.04 million and $10.22 million.

Western Carolina University, $10.90 million and $11.06 million.

Appalachian State University, $14.77 million and $14.85 million.

Pembroke State University, $3.77 million and $3.88 million.

Winston-Salem State University, $4.53 million and $4.6 million.

Elizabeth City State University, $3.55 million and $3.56 million.

Fayetteville State University, $4.17 million and $4.21 million.

North Carolina Central University, $8.77 million and $8.91 million.

North Carolina School of the Arts, $2.21 million and $2.22 million.

North Carolina Memorial Hospital, $20.42 million and $20.92 million.

LOUISIANA Edwin W. Price, Jr., Baton Rouge Morning Advocate

"...state universities received nearly $150 million in various capital improvement funds... pay raises of $1,500 for university faculty and $900 for non-teaching staff were approved in a special session..."

BATON ROUGE, August 17--Higher education in Louisiana fared slightly better than other state functions when the 1977 legislature completed work on a $2.8 billion general appropriations bill, up $176 million or 6.7 percent, from the previous fiscal year.

Allocations for higher education totaled $239.7 million, an increase of $25.2 million or 11.9 percent. In addition, the state's universities received nearly $150 million in various capital improvement funds -- $60 million of that total was earmarked for renovations and maintenance and the balance for new projects. Of the total for collegiate capital improvement, $77 million will come from newly authorized general revenue bonds, $60 million from reauthorization of bonds already approved but not activated, $3.5 million from appropriations from the general fund, $1.8 million from tidelands revenue windfalls, $1.4 million from federal funds, $600,000 from self-generated funds, such as fees, and $300,000 from horse racing fees.

More than half of the higher education increase for the current budget year -- about $17.4 million -- went to medical schools and agriculture centers, while $6.3 million more raised from 80 to 85 percent the minimum funding of all colleges under a classroom-hour appropriation formula. Another $1.5 million of the increase financed non-formula purposes at the universities. The legislature approved $3.9 million for operation of the new LSU school of veterinary medicine, the same amount recommended by the Board of Regents, which will bring the new school to its scheduled capacity.

The capital allocations contrasted sharply with the previous fiscal year when the legislature slammed the door on all capital improvements and equipment purchases. This year, almost 100 percent of requests for repairs and renovations won approval along with new projects on almost every campus. As usual, both the Board of Regents and the legislature pared down the capital requests submitted by the various universities which totaled more than $400 million for a five-year capital program.

Major capital improvement projects funded include clinical education facilities for nursing at the New Orleans Medical Center, $30 million; Southwestern, $1 million, land acquisition for agriculture teaching; LSU-Shreveport, $1 million for student center building; Northeast, $4 million, health sciences building; Southeastern, $1.9 million for music building, $3 million for land acquisition

for school of nursing in Baton Rouge; Nicholls, new library, $5.4 million; Northwestern, $2.4 million for fine arts building and $4.2 million for school of nursing administrative building in Shreveport.

LSU-Baton Rouge, $6.4 million, new architecture building; University of New Orleans, $3.4 million, new life sciences building; LSU-Shreveport, $5.5 million, building for colleges of business administration and education.

Legislation seeking salary increases for teaching and non-teaching campus personnel was ditched during the regular session, but pay raises of $1,500 for university faculty and $900 for non-teaching staff were approved in a special session which ended August 17. It is estimated that the pay raise for 6,200 university faculty and 800 vo-tech instructors will cost $11.7 million annually. The special session also raised public school teacher pay in the state and funded the pay raise package with $46 million in economies meted out of the general appropriations bill in the regular session and increases in individual and corporate income taxes totaling $103 million enacted in the special session.

Once again, the legislature sidestepped any direct confrontation with higher education issues, preferring generally study approaches to direct action.

In 1977, the legislature also:

+++Considered and rejected removing from the state employees' code of ethics a provision exempting college and university employees.

+++Passed $5.2 million to cover budget deficits in past years at Grambling University.

+++Passed a request for the Joint Legislative Committee on Education to investigate the feasibility of prepaid educational plans for colleges and universities.

+++Killed a bill to remove constitutional status of all governing boards of higher education: proponents argued that the five new boards were not working out because responsibilities overlapped and they were generally too unwieldy; opponents said that not enough time has elapsed to see if the new system was practical and that it is too soon after passage of the 1975 state constitution to begin to putter with it.

+++Passed a resolution seeking a feasibility study by the Board of Regents of a two-year commuter college in St. Tammany Parish, a bedroom suburban area across Lake Ponchitrain from New Orleans; a donor's offer to the state of a 400-acre site for such a college prompted the feasibility study.

+++Passed a request that college governing boards develop and implement a statewide network of data processing capability.

+++Passed a resolution discontinuing a higher education facilities sharing study approved a year ago.

+++Took no action on establishing reciprocal out-of-state tuition fees.

+++Rejected higher education fee exemptions for veterans.

As the legislature hammered together spending plans for the universities and headed into a special session at which faculty pay raises were an issue, a citizens' group comprised largely of LSU alumni mounted a direct mail and media campaign pointing out that Louisiana is now dead last among Southern Regional Education Board states as well as among all states in the union in per capita support of higher education.

The legislature's proclivity for setting up special study committees on major educational issues achieved little apparent results. Of all the study resolutions adopted in the 1976 session, little or no substantive legislation in the 1977 session could be traced to these interim legislative studies. These 1976 investigations included studies on uniform pay for summer faculty, probable uses of unoccupied dormitory space, and requiring high school Spanish.

Among the direct appropriations to universities in 1977 was $3 million in funds derived from horse racing fees, a move approved by the legislature a year ago.

Here's how individual universities and systems shared the 1977 general appropriation:

(Expressed in millions of dollars)

	1976-77 Formula Funding	1977-78 Formula Funding	Increase	Percent Formula Implementation	Total All State Sources	Increase
LSU at Baton Rouge	$ 33.9	$ 35.7	$ 1.5	85.0 %	$ 42.2	$ 3.4
University of New Orleans	13.4	14.6	1.2	85.0	14.6	1.1
LSU at Shreveport	3.3	3.3	---	110.4	3.3	---
LSU at Alexandria	2.1	2.5	.4	85.9	2.5	0.4
LSU at Eunice	1.3	1.3	---	85.0	1.3	---

(Expressed in millions of dollars)

	1976-77 Formula Funding	1977-78 Formula Funding	Increase	Percent Formula Implementation	Total All State Sources	Increase
Other Areas*	$ ---	$ ---	$ ---	--- %	$ 66.2	$ 17.4
Total Entire LSU System	54.0	57.4	3.4	---	130.1	22.3
Southern at Baton Rouge	12.4	12.6	0.2	92.2	13.0	0.1
Southern at New Orleans	3.4	3.5	0.1	85.0	3.5	0.2
Southern at Shreveport	1.3	1.3	---	85.0	1.3	---
Other Areas (Board of Supervisors)	---	---	---	---	0.7	---
Total Entire Southern System	17.1	17.4	0.3	---	18.5	0.3
Southwestern	14.5	15.7	1.2	85.0	15.7	1.2
Northeast	12.4	12.4	---	86.8	12.4	---
Louisiana Tech	11.4	11.8	0.4	86.4	11.8	0.4
Northwestern	9.8	9.8	---	85.1	9.8	---
Southeastern	8.7	8.9	0.2	85.0	8.9	0.2
Nicholls	7.4	8.0	0.6	85.0	8.2	0.6
McNeese	7.8	7.8	---	86.4	8.2	0.6
Grambling	6.0	6.0	---	100.4	6.3	---
Delgado	6.2	6.4	0.2	85.0	6.4	0.2

*Medical, Agricultural Science Centers, Board of Supervisors

(Expressed in millions of dollars)

	1976-77 Formula Funding	1977-78 Formula Funding	Increase	Percent Formula Implementation	Total All State Sources	Increase
Other Areas (Board of Supervisors)	$ ---	$ ---	$ ---	--- %	$ 0.5	$ ---
Total Entire Trustees System	84.2	86.8	2.6	---	87.8	2.6
Board of Regents (For All Three Systems)	---	---	---	---	3.2	---
Total All Three Systems	155.2	161.5	6.3	---	239.7	25.2

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